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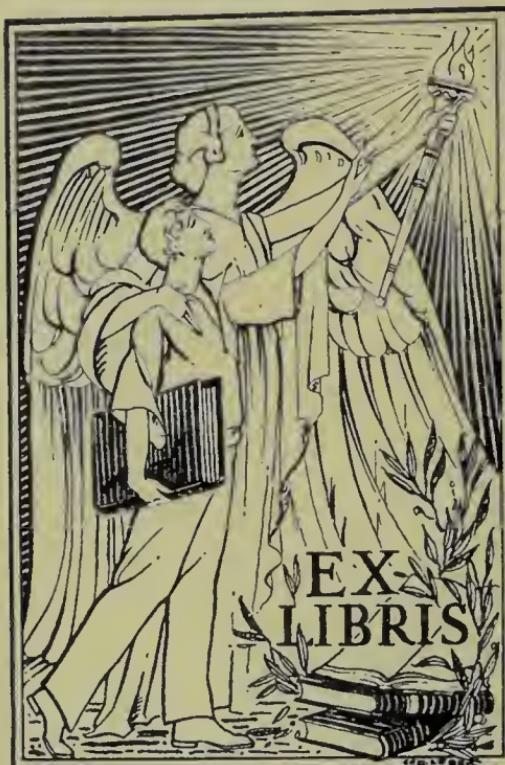
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# THE INSTITUTION QUARTERLY

Vol. IX.

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Issued by the Department of Public Welfare of Illinois, to reflect the public charity and penal service of Illinois; to publish the results of its investigations and research in the manifold questions of care and treatment of all classes of State wards and to lead the way towards a harmonious cooperation and coordination of all public and private agencies throughout Illinois, which at any point touch the problems of philanthropy, charity and social betterment.

Editor  
A. L. Bowen  
Superintendent of Charities

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THE PLATFORM OF PRINCIPLES OF  
ILLINOIS' CHARITY LAW.

"To provide humane and scientific treatment and care and the highest attainable degree of individual development for the dependent wards of the State;

"To provide for delinquents such wise conditions of modern education and training as will restore the largest possible portion of them to useful citizenship;

"To promote the study of the causes of dependency and delinquency and mental, moral and physical defects, with a view to cure and ultimate prevention;

"To secure the highest attainable degree of economy in the business administration of the State institutions consistent with the objects above enumerated, and this Act, which shall be known as the code of charities of the State of Illinois, shall be liberally construed to these ends."

## THE JUVENILE PSYCHOPATHIC INSTITUTE AND THE WORK OF THE DIVISION OF THE CRIMINOLOGIST.

[By HERMAN M. ADLER, M. D., Criminologist. Department of Public Welfare.]

With the appointment of the Criminologist as a division head of the Department of Public Welfare, Illinois definitely assumed the point of view that delinquency and crime were to be regarded as mental problems.

Just how much of the problem of the State care of delinquency will be found to be psychiatric cannot at present be foretold. Undoubtedly, however, it will be a large one. In the absence of specific knowledge in regard to the causation and development of anti-social tendencies, the function of the Criminologist's Division must be worked out on the basis of careful investigation.

The Department, therefore, found itself confronted by a twofold problem when it assumed office on July 1, 1917. In the first place, to meet the immediate needs of delinquency and crime from the point of view of the State care in so far as the means at the disposal of the Department permitted. In the second place, to work out a comprehensive plan of organization and of work, which would not only take care of any immediate or urgent needs at any time, but would be capable of growth and expansion, so that ultimately a State-wide service could be offered to apply such relief as the progress of modern science made possible.

The plan submitted to the Legislature by the Director, Mr. Charles H. Thorne, was as follows:

The Criminologist's Division was to assume the functions and duties of the Juvenile Psychopathic Institute, a Cook County institution in the past, with the idea of making this service, which had passed through the experimental stage and had been demonstrated to be indispensable, a State wide service instead of confined to Cook County alone. For this service the Legislature was asked to appropriate for one assistant in psychology, one assistant in psychiatry, and two stenographers. In order to establish a precedent to be followed by the other counties of the State, Cook County was asked to continue an appropriation for one assistant in psychology and two stenographers to be assigned to and to work under the jurisdiction of the State Juvenile Psychopathic Institute.

The second branch of the work was that of the State custodial institutions. This group comprised the two penitentiaries, at Joliet and Menard, the reformatory for boys at Pontiac, the school for delinquent boys at St. Charles, the school for delinquent girls at Geneva, and the

Chester State Hospital for the Criminal Insane. The plan called for one assistant, with psychiatric and psychological training, at each of these institutions and one stenographer in addition to the regular service at the institution, and one psychologist at large.

The last position of psychologist at large was intended to supply a field psychologist for service at all or any of the institutions of this group, according to the urgency of the work or the nature of special investigation to be undertaken.

This brief outline will demonstrate the modest request made to the Legislature to inaugurate such an important service as that of the Criminologist's Division. Both in regard to numbers of workers and salaries requested, the statement presented to the Legislature represented the minimum of what could possibly be made to work. This was done for two considerations. In the first place, the financial condition of the State was such that the utmost economy was absolutely essential. In the second place, it was conceded that the work of the Criminologist's Division must be experimental during the time preceding the next Legislative Assembly in 1919; the plan being to utilize the experience gained in this period, with this small equipment and staff, to prepare a more comprehensive and adequate plan for submission to the Legislature at the time it next convenes.

That the judgment shown in the modesty of the request was sound is evidenced by the fact that the Legislature was unable to grant the position of psychologist at large, though it has since been demonstrated that this was a serious handicap to the work.

It was evident at the outset of the Department's activities that the general increase in the cost of living and the corresponding relative diminution of the value of salaries, together with the withdrawal for military and naval service of most of the trained workers in the field of psychiatry and psychology, presented unexpected difficulties in making this plan work to the full extent desirable. The situation produced by the war, although it is not possible to count to any large degree on suitably trained applicants for positions, was one, however, which was merely aggravated by present conditions, and has confronted the State authorities even in times of peace.

Therefore, one of the first things done by the Criminologist's Division was to plan a system whereby suitable applicants could be trained to do the work required by the state, even at the expense of letting the institutions run for a few months longer as they had been doing for generations. Accordingly, our energies were concentrated on developing a station where such training could be given. It was obvious that in order to attract students and workers to such a training course, this station must be placed near Chicago, as the largest center in this region. It was, therefore, decided to develop the Juvenile Psychopathic Institute as the headquarters of this division in Chicago. Another consideration which cooperated in this direction was the fact that since the entrance of the United States into the war, a general increase of delinquency, most marked, however, in the Juvenile Court, had been noted in Chicago. Furthermore, it was obvious to those who have considered this subject with more than passing attention, that the problem of delinquency

and crime must be attacked, both with investigation and treatment, at its source, and that, therefore, in order to obtain maximum results it would not suffice to concentrate on the relatively advanced cases in the penal institutions, but upon the beginner in delinquency, so not only to arrive at the understanding of the causes underlying crime, but to effect such remedy as was possible at a time of life when corrective influence was still possible.

This statement is not to be interpreted, however, as intending to signify that the penal and correctional institutions are to be neglected in the plans of the Department. On the contrary, the trained workers, as quickly as they become available, will be stationed in increasing numbers at the institutions to extend the work so as to include, before long, all the types and grades of delinquents and criminals that have been identified in this State.

As a final part of this program, the development of after-care for individuals who have exhibited conduct disturbances, or have been guilty of criminal acts and have been released from courts on probation, or from institutions on parole, is to be carried out on an extensive scale. In this work the Criminologist's Division has the cooperation of the Juvenile and County Courts throughout the State of Illinois, the Division of Pardons and Paroles, the Division of the Superintendent of Prisons, and the welfare agencies of the entire State.

The first step in working out this program was made when the Department of Public Welfare, in conjunction with the president of the Board of County Commissioners of Cook County, opened the Juvenile Psychopathic Institute in the Psychopathic Hospital of the Cook County Hospital, on December 18, 1917. On that day a meeting was held in the court room of the Psychopathic Hospital, Mr. Charles H. Thorne, Director of the Department of Public Welfare presiding. The Honorable Peter Reinberg, President of the Board of County Commissioners of Cook County, who has done much to further this work, was unable to attend but was represented by the Honorable Michael Zimmer, Warden of Cook County Hospital. Brief addresses were made by Mr. Thorne, Mr. Zimmer, County Judge Thomas F. Scully, Dr. H. Douglas Singer, State Alienist, and Dr. Herman M. Adler, State Criminologist. Judge Victor P. Arnold, of the Juvenile Court, was prevented from being present at the last moment, but expressed his approval of the work planned and offered the cooperation of the Juvenile Court of Cook County. Miss Minnie F. Low, representing the Associated Jewish Charities, spoke in approval of the undertaking. Mr. Thorne's address was as follows:

This occasion marks a step forward.

It is but a little step, and like a child we will toddle along, stumbling, swaying and in danger of falling unless supported.

With support, I see no reason why these first steps of the State should not develop into firm strides, leading to those things which the State must eventually do if it will protect itself.

It must do all those things which can only be done by collective acts and which the individual can not do for himself.

Feeble-mindedness and Delinquency have failed of control in individual hands, and the growth of both have been so great that the people, through

the agency of the State, must protect themselves by handling the subjects as collective problems.

Until now the State has acted only in a custodial capacity, but prevention, training and cure is a better way because it gets at the source, stops a menace and reduces the demand for custody.

As a beginning, we propose to inaugurate a Voluntary Consulting Service at the Juvenile Psychopathic Institute designed to offer free expert assistance to all cases of juvenile individuals presenting problems of mental health.

The work to be done by this service has in the past been performed by isolated agencies working along the lines of education, mental hygiene, nursing, probation, police work and similar fields.

Recognizing that the chief causes of the difficulties of childhood, whether they concern education or conduct disturbances, are to be found in the mental makeup of the child, it follows that services such as this must provide adequate expert investigation and advice along these several lines.

Under the existing conditions of inadequate provision, which has been further complicated by the withdrawal of many expert workers for war services, the only satisfactory arrangement seems to be a combination of the existing resources.

To this end the county of Cook and the State of Illinois have combined in the present venture.

The private agencies, the various courts concerned with the problems of childhood, the schools, and the police will be associated in carrying out the work planned.

The Voluntary Consulting Service represents the first step in this more general problem. It will aim to offer free consultation with physicians, psychiatrists, psychologists, social workers, probation officers, judges, occupation and employment workers, and others, to all who care to apply.

Cook County provides accommodations for this work in the part of the Psychopathic Hospital designed as an out-patient department.

The county also contributes the services of one psychologist and two stenographers, assigned to the Juvenile Court and stationed at the Juvenile Detention Home, for part time work in connection with this service.

The State contributes the services of two assistant physicians, one assistant in psychology, one social worker and twelve nurses. Younger workers will be assigned to this service by the State as part of their special training in fitting them for paid positions in the State service.

The State Criminologist, as the Director of the Juvenile Psychopathic Institute, will direct the work of the Voluntary Consulting Service.

The work of the Voluntary Consulting Service will be divided into the following groups:

1. Examination for feeble-mindedness.
2. Examination of juvenile cases who are incorrigible, truant, or who show other signs of misconduct likely to prove dangerous to themselves or the community.

3. After care and follow-up work in the cases of juvenile individuals who have been placed on probation by the court, or who have been otherwise assigned to the Juvenile Psychopathic Institute by the court, or who are on parole from the State Schools of St. Charles and Geneva, and the State Reformatory at Pontiac.

This branch of the service will be carried out in cooperation with the State parole officers, the probation officers of the various courts, and the various social agencies of Cook County.

On January 1 it is proposed to occupy the two wards set aside by the Commissioners of Cook County for this purpose in the Psychopathic Hospital, and thus provide for institutional observation and treatment of juvenile psychopathic individuals. This program, therefore, represents:

1. Investigation into the nature, causes, prevention and treatment of the mental difficulties of childhood and adolescents.
2. Prevention of delinquencies and the amelioration of the conditions consequent upon feeble-mindedness.
3. Treatment of the mental difficulties of childhood and adolescents.

4. After care and rehabilitation in the community for those cases that have had more extended treatment at the various correctional and educational institutions.

The results of the work of this service will be available for the use of parents, courts, and children; teachers, police officers, probation officers, and the Judges of the Juvenile, County and Criminal Courts.

It will furthermore be of service to the various correctional and educational institutions in lowering the admission rate and in returning the children to the community as speedily and safely as possible.

In connection with this Voluntary Consulting Service in the Juvenile Psychopathic Institute, it is planned to create a similar service, though somewhat restricted, for the benefit of a smaller number of adults who are on parole from the State institutions dealing with mental disease. The State Alienist will cooperate in this feature of the work.

The quarters assigned to this work represent a generous contribution on the part of Cook County. Nevertheless it is obvious that the present arrangement is not a satisfactory one and should not be considered adequate provision for the future.

The demand for this work in Cook County is such as to require a large, well appointed, special building to house such an organization.

The urgency of the situation, however, is such as to demand that something be done at once, and the Department of Public Welfare, of the State of Illinois, as well as the Board of Commissioners, of Cook County, are well aware of the comparative inadequacy of the present arrangement, but determined upon this action as the best possible way to meet the immediate needs of the situation.

The service of the Juvenile Psychopathic Institute is designed to fulfill a twofold purpose. In the first place, to give first aid to children who present mental problems, especially those manifesting behavior disturbances. The work of the Institute includes medical and psychiatric examination, psychological testing, and social investigations. This work is conducted in the manner of an out-patient department; the applicatants come in at will from the street or by appointment, and receive a preliminary examination in the out-patient department. In those cases in which more extended examinations are required, or where observation is desirable, the children are admitted to the wards set aside by the Board of County Commissioners for this purpose in the Psychopathic Hospital.

The wards contain twelve beds each, for boys and for girls, and no child is kept for more than ten days and wherever possible for a shorter period. Children may be admitted voluntarily, at the request of their parents or guardians, through court order of the County or Juvenile Court, and by transfer from the Juvenile Detention Home.

On the basis of the examination, a recommendation is made for treatment, which may be either medical, psychiatric or social. The treatment may then be carried out either under the supervision of the court probation officers or the social workers according to the agency in whose charge the children are placed, or by the social service and mental hygiene workers of the Juvenile Psychopathic Institute.

The State Psychopathic Institute, at Kankakee, under the direction of Dr. H. Douglas Singer, State Alienist, is cooperating with the Criminologist's Division in maintaining this service. Through this cooperation it has been possible to assign Dr. Samuel N. Clark to the Juvenile Psychopathic Institute, to take charge of the psychiatric work.

Mr. Harrison L. Harley, until recently psychologist of the Lincoln State School and Colony, for the Feeble-minded, has been assigned to take charge of the psychological testing and investigation of the Juvenile Psychopathic Institute.

Dr. Margaret J. Chung, a graduate of the University of Southern California Medical School, having taken Dr. Singer's course for assistant physicians at Kankakee, and having passed the civil service examination, has been appointed resident assistant in psychiatry, the Board of County Commissioners of Cook County having granted maintenance for one resident.

Miss Helen M. Anderson, a graduate of the Boston School of Social Service, and for three years social worker at the Boston Psychopathic Hospital, has been secured to organize the social service department of the Juvenile Psychopathic Institute.

With this small group as a nucleus the active work of examining and treating the juvenile psychopathic cases and juvenile delinquents has begun, as well as the training of workers to be utilized by the state institutions as field workers in psychology and psychopathology, and social service.

The psychological service has in training the following volunteers and assistants: Miss Kate Constable, Miss Elizabeth Seberg, Miss Ruth Dredge, Miss Mattie Hardy, Miss Elizabeth Hatch and Miss Frances J. Perkins.

These workers will furnish presently candidates for positions of psychologist at the state institutions.

One of the first problems that confronted this service was the time factor in making examinations. In the past the methods employed have been to apply one of the standard scales of mental testing, such as the Binet-Simon, to every case considered. A thorough and complete examination takes from an hour to an hour and a half for each case. Following such a plan, the number of cases that can be satisfactorily examined would be, at most, six to seven in a day, working full time, or three or four if an examiner had other duties, such as attending court session, making verbal reports, etc.

The very thorough work of the Cook County Juvenile Psychopathic Institute, under Dr. Healy, with two workers, resulted in the complete examination of 250 cases in a year, and the partial examination of about 500 cases, making a total of between 700 and 800 cases a year. The Juvenile Court of Cook County, alone, had some 6,000 delinquent children under consideration during the past year.

With the increase of juvenile delinquency noted, which averages 30 per cent and is much higher in some months, it is obvious that methods of this sort, however valuable they may be in thoroughness, would not suffice for the needs of the community.

We are confronted, therefore, with two possibilities. First, to so materially increase our staff of expert workers that a very much larger number of children may be thoroughly examined, or, to adopt a different method of work whereby some attention can be given to every child and those requiring more intensive study may not be overlooked.

The first possibility is obviously impracticable. Even if a sufficient number of experts of the grade desired were available, the salary entailed would be prohibitive. It is, therefore, necessary to consider the second possibility; and with this in view it was decided to apply what may be called an "elimination" test, which could be done quickly and could be applied by workers not necessarily as advanced as is required by the more extensive examinations.

This method, which is the one adopted by the larger boards of health of this country in their examination of diphtheria culture and sputum examination for tuberculosis, makes it possible to rapidly train a large group of workers without a prohibitive cost, and conserve the small number of advanced and expert workers for those cases that require extensive examination and treatment. Furthermore, this method has the advantage of being applicable to practically all cases coming under consideration in the courts or social agencies, and automatically selecting those requiring further study, thus doing away with the haphazard and rather casual method of selection which at present prevails.

The Elimination Scale, a report of which will be subsequently published, consists of well known and thoroughly standardized tests. As at present employed it requires no apparatus and may be completed in about ten minutes. While it is still on trial and subject to modifications, it has, nevertheless, so far demonstrated the feasibility of this idea and is proving not only a time saver, but frequently calls the attention of the examiner to the existence of mental defect where otherwise it might not be supposed, as well as the contrary where it definitely removes the suspicion of mental defect in cases where feeble-mindedness was incorrectly assumed.

The nursing service in connection with the wards and out-patient department, represents the first step toward a more advanced and comprehensive plan of psychiatric nursing in this State. Twelve nurses have been assigned to this work, from the following institutions:

Elgin State Hospital—Miss Della Williams, Miss Edith Smith.

Chicago State Hospital—Miss Lucille Barry, Miss Delphine Kindorf.

Peoria State Hospital—Miss Myrtle Glover.

Kankakee State Hospital—Miss Helen Galvin, Mrs. Josephine Higdon.

Watertown State Hospital—Miss Mary Martin.

Jacksonville State Hospital—Miss Adkins, Miss Stewart.

Anna State Hospital—Miss Agnes Blyer.

This group of nurses is serving on the wards where they are becoming familiar with the problems of delinquency and childhood. Training is given in regard to observation of behavior, especially the methods of recording the same; lectures and demonstrations by the staff on the psychological, psychiatric and social aspects of the case, and training in occupational therapy, hydrotherapy, and general methods of mental hygiene. After the service in the wards is completed, the nurses are to be assigned to the social service department, where they will be trained in making social investigations and reports, in social

therapy, and social management of the various problems presented by delinquent and psychopathic children and adults.

The social service department, which has just begun operation, is working out a comprehensive plan for the application of the methods of social service to social investigations and reports, complete diagnoses to determine treatment, the management of social therapy, vocational guidance, employment, recreation and relief.

A growing group of volunteers, from among whom candidates for appointment as field workers and social workers in the various institutions will eventually be procurable, have begun training.

It is planned by the Department of Public Welfare that eventually the adult and juvenile cases be cared for separately. For practical reasons such a division of labor is desirable; for the present it is impossible, and, therefore, the psychiatric service under Dr. Clark, which has the general direction of the State Alienist, Dr. H. Douglas Singer, is including in its work not only the juvenile cases of the Juvenile Psychopathic Institute, but also adult cases who come to the institute voluntarily, or who are on parole from the State institutions.

The after care work of the institute is a very important feature. As soon as the staff of workers has grown in experience and size, it is planned to include as part of the regular work the general supervision of cases on parole from State institutions and individuals on probation from courts. A beginning has been made in this direction and the work is being extended from day to day. This service, it is hoped, will be of benefit not only to the courts of Cook County but especially to the correctional institutions at Geneva, St. Charles and Pontiac, as well as to the penitentiaries at Joliet and Menard, the State Hospital for the Insane at Chester, and the school for the feeble-minded at Lincoln. This work is to be carried out in connection with the probation departments, the State institutions and the Division of Pardons and Paroles, and fills a complete void in the State's facilities as hitherto existant.

With a staff of parole officers as small as the present one, it is impossible for the officers to visit or communicate with individual charges more than once a month, as a rule. A very active and intensive after care, follow-up, and preventive work cannot be achieved in this way. The Juvenile Psychopathic Institute offers the nucleus for a more intensive professional work in this direction with a further advantage that it will be available at all times of the day or night to those assigned to the service or desiring its assistance.

In a subsequent number of the "Quarterly" a statement will be made in regard to the development of the work of the Criminologist's Division at the institutions. This work has now been under way for several months, but it is desirable to await completion of some of the investigations before making a report on the same.

Meanwhile, it may be said that the establishment of the Juvenile Psychopathic Institute at Chicago will presently make itself felt favorably in the institutions, by the numbers of trained workers assigned to duties there, as well as by the nature and quality of the work. At most

of the corrective institutions little, if any, professional, social, or psychiatric work has been done in the past, so that rapid advance is to be looked for in this quarter.

## STATE HOSPITAL MEDICAL SERVICE SYSTEMATIZED.\*

[By DR. P. S. WINNER, Assistant Superintendent, Elgin State Hospital.]

(To develop the medical staffs and medical service of our charitable institutions to the highest possible degree and to insure the maximum amount of attention to all patients, the Department of Public Welfare through Dr. H. D. Singer, alienist, has been at work on a system which revolutionizes the medical organization in our State hospitals. Among other things this system provides that every patient shall be thoroughly examined every six months. It provides for dental examination in order and in many other respects places in record form from day to day what physicians are to do and what they have actually done. The new system was installed at the Elgin State Hospital to develop weaknesses and bring out suggestions for improvement. On February 26 the superintendents of the State hospitals met at Elgin to go over the entire system and all blanks and after amendments had been made at their suggestion the new cards were adopted. The following explanation of the system was read by Dr. Winner, who has had charge of its operations at the Elgin State Hospital.—Ed.)

We are to-day in a period when efficiency in all departments of human endeavor is encouraged, preached and practiced in all modern enterprises. The individual, the business house, the factory and the hospital, if they do not bring out their just efficiency, are not doing their duty, and must necessarily become a losing proposition.

Private business enterprises have recognized the need of systematization. The need of efficiency experts, whose duty is to outline, instruct, collect and to put together has been found as essential and is being installed in most of our modern business houses.

If this method is proving a success in private enterprises, why not in State hospitals? We all know that our State hospitals, just like many other Federal, State, county and city departments have been run more or less in a haphazard manner. This lack of system is especially evident in our Medical department, where a great deal of the work is being neglected, for the want of a definite way of going at it.

The Medical service is permeated or probably afflicted with a well-known malady known as *Stasis*. After a certain routine of work is accomplished, we will let things drift in any old way; consequently, the patients, who have been entrusted in our care are the ones who suffer on account of the lack of proper attention, and the understanding of their case.

There are always two possibilities in everything, we must either progress or retrogress. Doing things to-day, because they were done the same yesterday, shows us that we are at a standstill. I remember reading the presidential address made by Dr. Brush at the American Medical Psychological Association meeting in 1916, who said: "Are we not satisfied if our patients are comfortably housed, our wards not too crowded, the routine of the day's work not interrupted by accidents, and our statistical table up to general average, as to the percentage of recoveries and probably a little below as to the per cent of deaths?"

"Are we contented with keeping up with the procession when we compare our work and results with what is being done in the general hospitals all over the land?" It seems to me that the stagnant tendencies are found in most departments of State hospitals, but is most evident in our own Medical department. Do you give all you can to the State?—I doubt this very much.

What follows after a new case is admitted to our State hospital?—After a brief examination and subsequent presentation to Staff, a name is attached to the patient, the record is filed, and he is promptly dismissed from our minds. We do not make any effort in helping him work out his problem and perhaps restore him as a useful member to society. In a majority of the cases there are certain further investigations to be made in order to clear

\* Read before the Illinois State Hospitals Medical Society at Kankakee State Hospital February 28, 1918.

up certain things, even though it is not always going to benefit the patient. Suppose there are certain further investigations to be made in any one particular case. Have you any means at the present time of keeping these tabulated and see that they are completed?

On November 1, 1917, under the direction of Dr. Singer, we introduced at the Elgin State Hospital, a card system probably best called: "The Efficiency System," which I believe will almost revolutionize our medical service; that is, the method of doing things.

I believe that with the card system we are able to follow up each and every case accurately, and any guess work is entirely eliminated. No one individual, no matter how brilliant, can keep track of all the special investigations and routine work to be done without a record being made of it somewhere. Even if we do incorporate this in the patient's history, we have to search through numerous files and trust to our memory to find what we want.

The card system serves a duplicate purpose; first by putting the medical staff on an efficiency basis, and second by keeping a complete record of all the work performed, or to be performed on each and every patient you have in your hospital. We have used this card system for nearly four months, and I would not hesitate to say, and I know it would be substantiated by other Staff members of the Elgin State Hospital, that it has everything in its favor, and I see no reason why it should not prove just as successful in other State hospitals.

We have placed in charge of our card system an employee who has been designated as "Efficiency Clerk." Her duty is to tabulate and keep these records. Since that time we found that she can handle a great deal of routine work formerly done by physicians. We have in this manner almost entirely eliminated the purely clerical work done by the physician, such as writing injury reports, looking up whether clothes have been received by any one patient, amount of money in the trust fund, looking for cards, folders, correspondence, etc. Besides this, you all know that the question of visitors is annoying and time-consuming, especially so when you do not happen to be acquainted with your patients.

When the relatives inquire about John Doe, whom you know nothing about, you had to look for the folder, or probably call up the ward and find out how John Doe is doing. Our efficiency clerk does this for you. She makes the appointment for the visitor and she keeps a record of this. Before the time that the visitor is admitted to see the physician, the complete record of the case is left on his desk, in order that he may be acquainted with the case. In that way you are able to talk intelligently about your case, and give a good account as to the progress of the particular patient. We have arranged our physicians hours to interview visitors between 11:00 and 12:00 a. m. and 4:00 and 5:00 in the afternoon, except Sunday. There is no absolute necessity for the physician to be in his office at that time unless there is someone to see him.

You can immediately see that in this way you are not called away from your work at all times of the day and gives you more time and opportunity to care for your patients and look into their needs.

Before going into more detail, I beg to call your attention to the sample cards I have here and attempt to give you a brief outline as to the workings of this system. I have here six cards, numbered one to six inclusively. Number one is a complete patient card. You can see for instance on this sample card that the case is incomplete. We need additional data as to the onset, spinal puncture, vaccination and representation on a certain date.

Name John Doe,

	Date.	By.	Special investigations.	Date.	By.	Ward.	Date.
Admitted.....	12-28-17	W.	Spinal puncture.....	1-22-18	.....	B1	12-28
Anamnesis.....	1-2-18	L.	Representation.....	3-28-18	.....		
Physical exam.....	1-5-18	W.	Additional history as to onset.....				
Mental exam.....	1-7-18	L.	.....				
Urinalysis.....	12-28-17	W.	.....				
Blood for W. R.....	1-8-18	L.	.....				
Vaccination.....							
Staff meeting.....	1-10-18	L.	.....				
.....			.....				
.....			.....				
Summary.....							
Dental.....							
.....			.....				

### Progress notes.

On the opposite side you will see that columns are provided for progress notes, dental work and also the ward that the patient is transferred to from time to time. We can see in this particular case that the dentist has examined the patients teeth, and that progress notes have been made from time to time. One card is made out for each and every patient in the institution and are indexed under the particular ward that they are on.

Our minimum requirements states the patient on the sick service should be noted every three days. On acute mental service each seven days. Convalescent service each thirty days. Infirmary service every thirty days, and custodial service every six months. We have, therefore, divided our cards on sick service into three, seven, thirty days and six month service. This is also true of our acute and chronic wards.

The card is changed from time to time depending on the service the patient is on and the work is followed according to our schedule of the minimum requirements.

Dr. John Doe

## Wards

Date 3-2-18

Progress notes.		Progress notes.		Correspondence.	
H. Hay.....	Bl	A. Diamond.....	Bl	D. Bermond.....	Bl
A. Novach.....	C3	L. Jaffe.....	Psy	Ella Anderson.....	Psy
D. Lavin.....	C3	.....	.....	H. Anderson.....	A2
.....	.....	.....	.....	John Borg.....	B3
.....	.....	.....	.....	.....	.....
.....	.....	.....	.....	.....	.....

### Staff meeting

## Summaries

Inspect meals General dining room—noon

Number 2, is a card used for Chronic service. This gives the physician on that particular service an outline as to the work to be performed on that particular day. When the work is completed the physician will place a check in front of the patients name. This is also true regarding his correspondence, or inspection of dining room. His complete service appears near the heading "Wards." When certain names of patients are placed on his card, it is the duty of the efficiency clerk to call the ward and instruct them to have the patient undressed, in bed, ready for examination at a certain time. A specimen of urine is automatically sent to the laboratory at the same time. In this manner many of the chronic cases, who have heretofore been so badly neglected, are receiving the attention they are entitled to.

I might say that since this routine examination was started, we have found cases of Active Pulmonary Tuberculosis, Organic Heart Lesions, Pleurisy with Effusion, and other chronic ailments which have not been reported heretofore.

Dr. John Doe

Wards No. Side, Psycho, Inf.

Date 3-2-18.

### Staff meeting

Card No. 3 is used for Acute Service, and is practically the same in the method of checking up as card Number 2. (Since this is written one uniform card has been substituted for both Chronic and Acute service.)

Dr. John Doe.

Date 3-2-18.

### Special duties.

....Additional history on John Smith, B-1. Lumbar.....  
....Puncture on the following:.....  
.....N. Peterson.....  
.....Ada Hill.....  
.....A. Hoffman.....  
.....Ellen Yates.....  
....Lecture to juniors, 2:30 p. m.....

Card No. 4 is a Special Duty Card, this can be used to outline the physician's special duty for any one day, such as: Spinal punctures, bloods, presentation of cases of paroxysms, lectures to training classes etc.

Dr. John Doe.

Dentist.

Date 3-2-18.

New cases.	Special cases.	Re-examination.
Ida Smith.....	Herbert Barnes.....	Myrtle Fenton.....
Ag. Smolzar.....	Sam Cohn.....	Mary McRobinson.....
Cath. Stoltz.....	E. Ostrom.....	(Finished).....
S. Strachan.....	Myrtle Fenton.....	.....
K. Sullivan.....	.....	.....
M. J. Thomas.....	.....	.....
Ida Vago.....	.....	.....
Stella Verdi.....	.....	.....
A. Wenger.....	.....	.....
R. Welosowski.....	.....	.....
Mary Zuber.....	.....	.....
.....	.....	.....
.....	.....	.....
.....	.....	.....

Card No. 5 is a dentist card. A certain number of routine examinations are given each day. He adds on any other special cases or re-examination made during that particular day.

Dr. John Doe.

Laboratory

Date 3-2-18.

	Number ordered.	Number made.	Tissue reports.	Autopsy reports.
Urine.....	45	39	.....	.....
Sputum.....			.....	.....
Stomach content.....			.....	.....
Feces.....			.....	.....
Blood count.....	3	3	.....	.....
Blood for W. R.....			.....	.....
Blood for widal.....			.....	.....
Lumbar puncture.....	8	8	.....	.....
Throat culture.....			.....	.....
Cultures.....			.....	.....
Vaccination.....			.....	.....
.....			.....	.....
.....			.....	.....
.....			.....	.....

No. 6 is a laboratory card, giving total number of specimens to be examined in one day, tissue or autopsy reports. The physicians, dentists and laboratory cards are indexed under the individual name. We have then a record of the actual work done by any one individual on any one day, or covering any period of time.

All these cards are made out each morning, except Sunday, by our efficiency clerk, and returned to her in the evening. From her physicians and dentists card she enters the particular work done on the patients card with the name of the physician who has performed this work.

As you can readily see, this is very mechanical on the part of the efficiency clerk and all that is necessary is to follow the schedule of requirements in order to keep the work up to the standard. This, of course, gives you a record of quantity and not quality. It is for the Assistant Superintendent to see that the quality of the work is kept up.

We now come to consider the question as to whether with our depleted staffs the work can be carried on and we live up to our schedule which we outlined. Our experience at Elgin has been that we need at least nine physicians on the staff to do this work properly and I have arrived at this conclusion, based on the following figures, approximate amount of work to be performed each day by one physician:

Five custodial notes, or  
 Ten thirty day notes, or  
 Fifteen three day notes, or  
 Fifteen seven day notes, or  
 Two physical and two mentals, or  
 Five resummaries.

The following is the average amount of work to be performed annually, as per our schedule:

Three day notes.....	2,562	170 days
Seven day notes.....	4,680	312 days
Thirty day notes.....	6,284	628 days
Six month notes.....	3,114	623 days
Physicals .....	656	164 days
Mentals .....	656	164 days
Resummaries .....	656	131 days

Total of ..... 2,192 days

Each physician has approximately 267 actual working days each year. Basing our estimate on 2,192 days work, shows that we require nine physicians on the staff of the Elgin State Hospital, not including the superintendent nor the assistant superintendent.

Our efficiency department reports show the work done from November 1, 1917, to February 25, 1918, as:

Mentals, 320.	Physicals, 302.
Progress notes, 2,143.	Correspondence, 593.
Re-summaries, 127.	Presentations for going home, 50.
Dental examinations, 575.	

We find that we are keeping up with the examination of our new cases, but our chronics, the most neglected of our patients, are still badly neglected and not receiving the care they are entitled to.

#### CONCLUSIONS.

The benefits derived from the introduction of this system are manifold. We have now a method whereby our cases will be studied from all angles and with greater minuteness than heretofore. With an adequate and trained staff our work will compare very favorably with the better class general hospitals.

We can say definitely as to how many members each staff should consist of: You can ascertain definitely the efficiency of any member over any given period, which should have an important bearing on his promotion in the service.

It puts the medical staff on a strictly efficiency basis, systematizes our work and eliminates a great deal of the clerical work formerly done by the physicians.

Each case is investigated completely and thoroughly; our chronic cases are not neglected.

In closing I might say that we are more than pleased with the introduction of our efficiency system. I would like to have everyone enter into discussion of this subject, as I have no doubt that this system will be introduced throughout the State Hospitals very shortly.

## THE ILLINOIS DEPARTMENT OF PUBLIC WELFARE.

[By CHARLES H. THORNE, Its Director, before the State Conference of Charities and Corrections, October 24, 1917.]

It is with diffidence that I venture to appear before you because I realize that I am a newcomer who should look with awe upon you, who are ripe with knowledge and experience.

I am not presumptuous enough to assume any particular knowledge of the subjects with which the Department has to deal and I dare to make this venture only because your committee, knowing my newness, was considerate enough to suggest a subject with which I must, of necessity, have some knowledge.

Many people have an idea that the organization of a large enterprise is something very complex, which requires special genius to fully understand.

It is not so. The form of an organization is comparatively simple after the type has been decided upon.

The type adopted by the Department of Public Welfare is a combination of the Line and Staff organization, that is, of administrative and of advisory functions.

The big thing is to secure men of the right sort, men of ability, yes, but more important than that, men who exhibit the friendly spirit, who are inherently honest, just, enthusiastic and acquainted with the necessity for intense cooperation and of getting along with those with whom they come in contact.

It is pleasant to be able to say, that the Department of Public Welfare is well supplied with people, who possess all or many of the required attributes.

An examination of the Civil Administrative Code reveals a simple form of line organizations.

From the Governor there spreads a body of nine Directors of Departments, each one responsible to the Governor for the entire results of the conduct of his department.

From each Director there spreads a body of assistants and superintendents of divisions, who are appointed by the Governor upon the recommendation of the Director.

All other appointive positions are named by the Director.

Referring now only to the Department of Public Welfare, the organization becomes slightly more complex, but the principle remains that each head is the person responsible for the results of all operations assigned to him. Responsibility cannot be avoided.

At the head of the Department is the Director and the organization chart shows that the Director has no specific duties.

Directly responsible to the Director is an assistant director and the chart shows that it is his duty to keep the records of the Department, act as custodian of the seal, act as secretary of meetings, sit as a member of the Pardon Board and scrutinize the recommendations for parole.

Responsible to the Director are the superintendents of charities and prisons, whom the chart shows to be without specific duties other than to assume responsibility for the control of the charity and penal groups respectively.

The Superintendent of Pardons and Paroles, reporting his recommendations to the Director for approval and, if pardon eases, for transmission to the Governor.

The Fiscal Supervisor, having charge of the business methods and accounting system, but not directly operating the business or accounting, excepting at the general office.

The Alienist, having general medical direction of the charities group in an advisory capacity and in charge of research work.

The Criminologist, having general medical direction of the penal group in an advisory capacity and charge of such investigation of underlying causes as we are permitted to do.

I have mentioned that the chart shows certain ones to be without specific duties, but lest you infer that they have nothing to do, let me assure you that they have plenty, for upon them falls the plans and policies, the setting in motion of new or different work, the advisory consultations and the final decisions upon which success or failure depends.

They are the ones who burn the proverbial midnight oil.

The eight officers mentioned constitute a staff of advisors to the Director.

Staff meetings are held bi-weekly; they are informal and the members bring up for discussion, advice or information, such topics as they wish.

There are no reports, apologies or explanations, only information: for, as I see things, it is essential for the successful conduct of large affairs that every responsible head shall be familiar, not only with his own duties, but also with the duties and problems of all the rest.

Complete knowledge of the duties and problems of others enables each to keep within his own jurisdiction, incites respect for the other's work, insures friendliness and good will and invokes the spirit of cooperation as an active, aggressive and helpful agency.

With cooperation we have achievement as a possibility: without it, certain failure.

As I have indicated, subject to the Governor and the laws, each Director is a one-man power and it may have occurred to you to speculate as to the wisdom of a form of organization which changes its personnel completely with the advent of each new Governor and which, therefore, depends for its success upon the ability of a Governor to secure able and trustworthy men, upon his sincerity and honesty of purpose and upon his breadth of vision.

That Governor Lowden through his personality, assurance of co-operation and unquestionable honesty of purpose, has been able to secure

such men, is, of course, no guarantee that future unknown governors will be able or willing to do likewise, but I am, nevertheless, of the opinion that the plan is a good one and superior to the holdover board plan.

Responsibility is not divided and lodges squarely upon one definite person, which seems to me better than to place it in three, two of whom are almost certain to be controlled by the third. Even if two of the three are holdovers, it would not be difficult for a Governor to shake out any who are *persona non grata*.

In either case, directors, or boards, the final responsibility rests in the Governor and he must and does control because the work performed is administrative, is a function of the Governor and is merely an assignment of labor too great for one man to handle.

Furthermore, I do not believe that there is a likelihood of our having a Governor, who would deliberately prefer to have affairs badly handled.

If there is criticism, let it not be against a form of organization which is fundamentally correct, but rather against a system which makes possible the selection of a corrupt or incompetent Governor.

Organization is a big subject but such a simple organization as that of the Department of Public Welfare will not bear more than an outline and remain interesting.

I think that you would much rather know something of our plans, and purposes and hopes.

You must understand at the beginning that we are handicapped by restrictive laws, lack of legal authority, obsolete methods, prejudice and lack of funds and the result is that we must proceed slowly and carefully.

Our efforts, until now, have been directed toward co-ordinating our functions with those of other departments, ascertaining our present situations and shaping our operating rules and regulations.

We are ready to begin constructive work and propose to start with the following:

1. A reclassification and regrading of the medical service, covering both the charitable and penal groups, with the purpose of bettering the service by offering opportunities for general, administrative and scientific medical training, leading to worth-while careers.

2. The reclassification of prisoners along the lines of physical and mental health, criminal record, industrial fitness and behavior.

This involves the rebuilding of prison industries and a complete change of many things in the way of discipline and plant, which together have contributed to create the outrageous conditions which have lately existed at the prisons.

3. Investigation of the causes and nature of insanity, feeble-mindedness, epilepsy, dependency and delinquency with the object of developing methods of prevention and treatment.

This will include a system of records and statistics which will be planned to serve as a center of information and education in regard to the scientific and professional aspects of the various subjects.

4. Kitchen economics, including dietary, canning and cleanliness.

5. Farm Development: As the possessors of over 11,000 acres of land we propose to derive therefrom the utmost in foodstuffs and dairy supplies, which we would otherwise have to buy.

The value of our farm and garden products this year was in the neighborhood of \$530,000, and it can be increased.

6. The development of the spirit of cooperation.

This sounds like a small thing, but I regard it as of great importance for it is the power which makes things go; with it we can accomplish much; without it nothing.

There are many other things to be undertaken in the future as we can find means or obtain authority.

I ask you not to expect rapid progress or complete accomplishment, because we must feel our way, start things on a small scale or as experiments and demonstrate our fitness before we can obtain or deserve the funds and authority required to complete our undertakings.

### IS INSANITY ON THE DECREASE?

Statistics which are interesting not to say rather startling are beginning to appear on the incidence of mental disease during the war period.

The Journal of the American Medical Association contains a report from its London correspondent, the substance of which is that during the war the number of commitment for insanity in England and Wales has steadily decreased from year to year.

"According to the returns for 1916, which have just been published, the number under care in England and Wales was 134,029 January 1, 1917, as compared with 140,466 January 1, 1915—a fall of 3,159 during the year 1916.

"If the average annual increase during the ten years previous to 1915 had been maintained the number would have been 144,968—nearly 10,000 in excess of the number recorded. The relative sex percentages under care in 1916 were: Males, 45.7; females, 54.3, against 46.2 and 53.8 respectively in 1914."

In this connection statistics of population of the hospitals for insane in Illinois begin to bear out the conclusions enumerated in the foregoing. The year 1917, the first year in which this country was actively in the war brought to Illinois State hospitals the smallest number of new patients in many years.

On December 1, 1916, the ten hospitals in this State had a population actually present of 16,930. On December 31, 1917, after a lapse of thirteen months, they housed 17,189, an increase of only 259 or an average of twenty a month.

On September 30, 1914, the number of insane actually present in the State hospitals was 15,030. Between September 30, 1914, and December 1, 1916, there was a lapse of twenty-six months. The increase in insane population in that time was 1,900 or an average of seventy-three per month, against an average of only twenty per month during the first year of our country's participation in the war.

Manifestly it is too early and the lapse of time is too short to found any definite conclusions on these figures. Beyond saying they are interesting and startling, we are not justified in going, and we might add they may be interesting and startling simply because they depart radically from what was expected on the basis of normal increases in the past.

### A GREAT DRIVE FOR CHILD WELFARE IN 1918.

A tremendous effort is to be made this year by the national government and by voluntary organizations in Illinois for legislation and the development of public sentiment in behalf of better childhood.

The work in the national government will be in charge of Miss Julia Lathrop, chief of the Children's Bureau. In Illinois the work has been undertaken by the Women's Committee of the Council of Defense with the assistance of two strong State departments and private local welfare organizations.

In the following pages there is presented an outline of the program adopted by Miss Lathrop and by the Illinois women's committee.

#### THE ILLINOIS PROGRAM.

Realizing the supreme importance of the protection of child life in this war period, the Illinois division of the Woman's Committee, Council of National Defense, has organized a new department devoted to child welfare. By a fortunate arrangement the Elizabeth McCormick Memorial fund will assume the active work of this department, the director, Mrs. Ira Couch Wood, serving as chairman of the department. The Elizabeth McCormick Memorial fund was founded for the purpose "of improving the conditions of child life in the United States," and it is therefore fitting that it should assume some of this work in Illinois. The memorial fund will provide the office headquarters, clerical assistance, and reasonable expense in the conduct of the child welfare Department, and relieve the woman's committee of just this much of a burden.

The following program of work for the new department has been approved by the State Advisory Committee of the Illinois Division of the Woman's Committee, Council of National Defense; by Miss Julia Lathrop, Chief of the Children's Bureau in Washington; by Dr. C. St. Clair Drake and by Dr. George Thomas Palmer of the State Department of Health; by Mr. Charles H. Thorne, Director of the Department of Public Welfare; and by other State officials and various child welfare experts. This child welfare program for Illinois will be developed in complete harmony with the cooperative committee on the tuberculosis war problem in every county.

As a basis for all future work of the child welfare Department, the 1,600 local chairmen in Illinois of the units of the woman's committee will be asked to fill out a questionnaire, showing definitely what work is already being done for the children in the different communities. An active campaign will be carried on through the units of the woman's committee, which have already arranged for the centralization and cooperation of the different organizations of women existing throughout the State. Programs will be arranged for each county, based on the particular conditions which replies to the questionnaire will indicate, and it is hoped later that several field workers for child welfare may be sent to the counties in cooperation with organizers from the State Department of Health.

This seems a particularly fortunate time to start new work for children in Illinois as a definite war measure, because use can be made of the services of the half million patriotic women who have volunteered through the registration of the women's committee to serve their country in her need.

There has been formed in every county a cooperative committee on the tuberculosis war problem, representing joint action of the State Council of Defense, the State Department of Public Health and the Illinois Society for the Study and Prevention of Tuberculosis. This body acts as a sub-committee of the County Council of Defense. Since any complete health program for a community must of necessity include work for the prevention of tuberculosis and for the adequate care of children, and since this cooperative committee is composed of many of the same people in the county, it would greatly strengthen both causes and avoid much duplication of effort if the work of the cooperative committee and the child welfare committee could be combined or coordinated in a way best suited to the particular conditions in each county. A most satisfactory conference was held in Springfield with the officers of the State Department of Public Health and the State Cooperative Committee on Tuberculosis and they so fully approve of this plan that a letter will go from Dr. George Thos. Palmer in Springfield to each county chairman of a cooperative committee.

asking him to suggest the best methods of working out a combined community program on child welfare and tuberculosis. This will make for efficiency in the county campaigns, which will in many cases be carried on by representatives of the State Department of Health acting with representatives from our child welfare department.

Working in accord with the county committee it will be advisable to have committees on child welfare in cities and towns. It is suggested that the local chairman include in each of such committees a physician, a dentist, the superintendent of schools, the health officer, the public health nurse and representatives of the societies most directly concerned with the welfare of children.

*Registered Women.*—The plan is to use in this campaign for the children, the women who have offered their service to their country through the registration just taken by the woman's committee. It should not be difficult to convince them that work for the welfare of children is a service of the most vital and urgent kind. The best guarantee for a future and enduring peace will be a nation of men and women 100 per cent fit to defend their country, and these men and women are the children in our homes and schools to-day. The rejection of almost half our men in the draft because of physical unfitness, places a great responsibility upon us to change the conditions which have produced such disabilities, and see to it that in the future our children are brought to a sound maturity of mind and body.

*Future Plans.*—The child welfare department will send very soon some suggestions as to ways and means of securing enforcement of the birth and death registration law, (and other parts of the program) starting the work with this registration, since it is fundamental in all child welfare work.

#### THE PROGRAM FOR 1918.

The program of the Woman's Committee Council of National Defense, Illinois Division, Child Welfare Department, to make centennial year in Illinois the year of the child is as follows:

1. Cooperation with the State authorities to secure 100 per cent registration of births and deaths in Illinois.

Until 90 per cent is secured the statistics of Illinois, the third State in the Union, will not be recognized by the United States Census Bureau and others interested in vital statistics. We fall far below this in our State. We should aim at 100 per cent.

It is proposed to carry on this work in Illinois in close cooperation with the State officials, and to extend, but not duplicate, the work already done by the Public Health Committee of the Illinois Federation of Women's Clubs.

2. A community nurse in every county.

Without the community nurse it is difficult to start infant welfare work, maternity protection, school nursing, children's dispensaries, etc.

3. Public health training for graduate nurses so that the demand for their services, created in the counties, may be met.

This may involve a director of public health nursing in connection with a large training school for nurses; three supervisors, one each for the infant welfare, Visiting Nurse Association, and school nurses, who shall devote their time to the education of graduate nurses for public health and rural nursing; courses in the Chicago School for Civics and Philanthropy to be used, and practical experience to be provided with community nurses already at work in the State.

In carrying out this plan, the preferable method will be to have nurses from different communities throughout the State sent to Chicago for this training, so that they may return and carry on the work in their own localities. A graduate nurse, knowing the conditions of her own county, will be most valuable for service there after she has had this specialized training, which only the larger infant welfare and visiting nurse associations can give.

4. A study of the advisability of establishing a school for midwives to meet the new requirements of the State law, and as a means of lowering infant mortality.

This applies chiefly to Chicago and one or two cities in Illinois where there is a large foreign population.

5. Formulation of a plan to assist the State Department of Health, through its established clinics for poliomyelitis.

This work will be largely that of education and publicity, making it known generally that clinics, including treatment for children suffering from the results of

infantile paralysis, are being carried on regularly in different parts of the State under Dr. East of the State Department of Health.

6. Investigation of the possibilities of securing physicians for "Baby Week" demonstration, maternity clinics, etc., in different parts of the State.

The work undertaken in every county should have the cordial support of the medical men in the district, and the first move should be to interest such physicians in the plans to be undertaken.

7. Creation of a central supply station for all child welfare exhibit material—moving picture reels, charts, photographs, prepared lectures, etc.

8. Preparation and collection for distribution of bulletins, pamphlets, on all aspects of infant and child welfare; i. e., prenatal care, infant mortality, medical inspection in schools, school nursing, open air schools, prevention of tuberculosis, etc.

9. Sending speakers and organizers through the State to start the campaign of publicity and education, and arrange for the exhibits, etc.

The above clauses 7, 8 and 9 of this program will involve cooperation of all organizations of women to present child welfare programs at their regular meetings; arranging for the exhibits and lectures in schoolhouses and community houses, and suitable publicity to carry the message of child welfare to every household in the community.

10. Investigation of a plan for refitting an old Pullman car for a permanent child welfare exhibit, to be sent throughout the State, especially to rural counties.

11. As a preliminary to the above program, each county chairman, or the special child welfare chairman, to be appointed in each county, will make a brief survey of the existing agencies for the welfare of children in each county, using the enclosed questionnaire, one copy to be sent to the headquarters in Chicago, and one to be retained in the county as the basis of its future work.

#### THE QUESTIONNAIRE TO BE ISSUED.

The committee presents the following questionnaire:

1. In your county is there a rural public health nurse?.....
2. Does your community have:
  - (a) Public health nurses (or known as visiting nurse, tuberculosis nurse, health department nurse, etc.)..... How many?.....
  - Infant welfare nurses..... How many?.....
  - Juvenile probation officers..... How many?.....
  - (b) Baby clinics..... How many?..... No. of children cared for.
  - Day nurseries..... How many?..... No. of children cared for.
  - Tuberculosis dispensaries for children..... How many?..... No. of children cared for.
3. Are there hospitals in your community where maternity cases are cared for?.....  
How many beds for such cases?.....  
Give list of such hospitals.
4. Have you had a "Baby Week" in your community?..... When?  
Under what auspices?.....  
Did "Baby Week" include the following features?:
  - exhibits?.....
  - lectures?.....
  - baby clinics?.....
  - mothers' conferences?.....
 Did "Baby Week" aim at the establishment of permanent infant welfare station?.....  
Or nurse?.....  
Was this accomplished?.....  
What other means did you have of measuring the value of "Baby Week"?
5. Is your milk supply supervised?..... By whom?.....
6. Does your community provide for handicapped children by the following:
  - Hospital care for sick children?  
Number of beds for children?  
Give list of such hospitals?
  - Hospitals or homes for crippled children?  
Number of children cared for?.....
  - Schools for crippled children?..... How many?  
Number of children cared for?.....

Schools for deaf children.....	How many?
Number of children cared for?	
Schools for blind children.....	How many?
Number of children cared for?	
Open air or open window schools for tuberculous or anaemic children? .....	How many?
Number of children cared for?	
Special classes for subnormal children?.....	How many?
Number of children cared for?	
7. Do you have authorized medical inspection of school children?.....	
If so, how many children to a doctor?.....	
Is there a school nurse?.....	
Are the doctor and nurse under the authority of the Board of Education?.....	
Under the authority of the Board of Health?.....	
Or both? .....	
Are there dental clinics for school children?.....	
How many children cared for?.....	
Are there eye and ear clinics for school children?.....	
How many children cared for?.....	
8. What provision do you make for delinquent children?.....	
.....	
9. What provision do you make for dependent children?.....	
.....	
10. Have you in your community organizations of boy scouts?.....	
Of girl scouts?.....	
Of camp fire girls?.....	
11. Are there public playgrounds in your community?.....	How many?
Are these adequate to the needs?.....	
Are the playgrounds supervised?.....	
12. For what grades in your school system is physical education provided?.....	
Are group games organized?.....	
Has your community ever had play festivals?.....	
13. Are the motion picture films censored with reference to children?.....	
14. Has any effort been made to see that the laws for birth and death registrations are enforced in your community?.....	
By whom? .....	
Are registrations complete?.....	
	Name.
	Address.
This report is sent in by.....	
For.....	County.....
	Township.....
	City or town.....

## THE NATIONAL BUREAU'S PLAN.

The Federal Children's Bureau, cooperating with the Woman's Committee of the Council for Defense, will begin April 6, 1918, a child welfare drive which will extend to every state in the Union.

Miss Julia Lathrop, chief of the bureau, outlines the purposes and plans of the drive in the following article:

The lives of one hundred thousand of the nation's children are to be saved in a child welfare drive which the Federal Children's Bureau has announced to-day. The drive will begin on April 6, one year from the day the United States declared war, and the first day of the children's year.

Public health authorities agree that half the deaths of young children are easily preventable. Each State will be assigned a definite quota of the hundred thousand lives to save. State councils of defense and the State women's committees are being called upon to be responsible for the State quotas.

Methods of work will be those which have already proved efficient in saving children's lives in the United States and other warring countries. To inaugurate the children's year a nation-wide weighing and measuring of children will be conducted in all the states. Measurements

ing or babies and children of preschool age will be made. No such general test of the well-being of children has ever been attempted. It will show each community what its children need if the men of the rising generation are to be free from the physical defects which the draft has revealed.

The plans contemplate economy for every purpose except for the essential means of protecting child life.

In cooperation with the Woman's Committee of the Council of National Defense, and therefore with the principal woman's organizations of the country, the children's bureau is preparing plans for a *child welfare campaign*.

*paign for the second year of the war.* The first aim of the campaign will be to secure the public protection of maternity and infancy.

Public health authorities agree that one-half the deaths of infants are easily preventable, and that if children were well born and well cared for there would be practically no deaths of babies. Three hundred thousand American children under five die each year. Authorities also tell us that most of the fifteen thousand mothers who died last year died needlessly.

It is the plan of the children's bureau to save a certain definite proportion of these lives. It is believed that one hundred thousand lives can be saved this year notwithstanding the withdrawal of a large proportion of doctors and nurses for war service.

The State councils of defense and the State women's committees are called upon to be responsible for the State quotas. The actual methods by which those lives are to be saved are those whose effectiveness in saving children's lives is already demonstrated. They are described at length in various pamphlets which have been prepared by the children's bureau.

Briefly the methods are as follows:

*First*—The registration of births so that there may be an immediate record of every child born; and nursing and medical skill may be provided wherever family income does not permit its being secured independently.

*Second*—For every mother prenatal care, necessary care, of doctor and public nurse at confinement, and after care.

*Third*—Children's conferences where well babies can be taken periodically to be weighed and examined, and clinics where sick children may be given medical advice.

*Fourth*—The organization of State and city divisions or bureaus of child hygiene.

*Fifth*—The guarding of the milk supply, that every child may have his quota of clean, pure milk.

*Sixth*—An income making possible decent living standards.

In 1916 and in 1917 a nation-wide baby week was held under the auspices of the General Federation of Women's Clubs and the Children's Bureau which has resulted in awakening a new sense of civic responsibility for infant life in thousands of localities, and has secured many new activities such as nursing services, clinics, children's conferences, better milk and food supplies, better enforcement of birth registration laws.

In many communities the baby week celebrations have cost large sums, in others the baby week has proved an exceedingly effective means of awakening permanent interest at little or no expense.

Valuable as baby week is, however, the present emergency demands a longer and more comprehensive program. After the nation's soldiers are provided for, the second year of the war should be dedicated by the civilian population to preserving the lives of the nation's children. Is there any greater patriotic duty for the civilian population than to safeguard the welfare of the nation's children?

Hence this year the plan is simpler and yet more far-reaching than ever before. It should be far more effective because through the women's committees not only the General Federation of Clubs but all the great women's organizations of the country will lend their cooperation.

Economy in unnecessary expenditures so as to save for essentials should characterize all work this year.

It is known that the examinations of the draft have resulted in a considerable number of rejections for physical defects which might have been remedied in infancy or early childhood if then recognized. Weight and height constitute on the whole a fair standard of development; how do the young children of the United States measure up to such a standard?

As a test of child welfare, to inaugurate the children's year which begins on April 6, the anniversary of the declaration of war by the United States, a nation-wide weighing and measuring of babies and children of pre-school age is proposed. No general test of children of pre-school age has ever been made, and an examination of such children with special refer-

ence to weight and height is now proposed as the primary feature of the war time children's year.

The children's bureau will provide a record card which will be arranged in duplicate so that one-half can be sent into the children's bureau and one-half kept by the parents. The record will be filled out by trained physicians and nurses in many places, but if parents can not take their children to an examining station they can secure cards and make the record themselves. The record card will show the fair standard for children of a given age and parents can judge for themselves where their children stand. Should there be any great divergence from this standard it is a warning that the children's health should be given medical consideration or should be carefully looked after. The records will all be gathered and tabulated by the bureau. The weighing and measuring experiment can be conducted with little or no expense.

Weighing and measuring should begin as soon as possible after the sixth day of April, and should be concluded within sixty days. It has been suggested that where baby week celebrations of any sort are to be held the last six days of this period, being the first six days of June, should be taken for baby week. Such celebrations as are held, will, it is hoped, especially emphasize the need of public health nurses and of special protection for young infants against the various dangers of summer heat.

One of the most remarkable developments of the war, a victory not heralded on front pages, yet which in time to come will be noted by all students of human welfare is the saving of infant life in England during the second year of the war. The report of the chief medical officer of the local government board, Sir Arthur Newsholme, published in 1917, shows for one sanitary district after another throughout England and Wales the number of babies who died before the war, those who died the first year of the war and the deaths for the second year of the war, 1916.

It is startling to turn over the pages of this report and to see that the general social confusion of the first year of the war resulted in a large increase in the number of babies who died. But in the second year of the war when the local government board was enabled to grant financial aid to the various sanitary districts and to secure cooperation in its policy of health visitors for every mother and baby, of health centers for consultation, of hospital care for sick mothers and babies, the rate went down not only far below the rate for the year before, but far below the rate previous to the war.

This record of life-saving in the midst of the strain of war by means so simple and so at command is, we believe, entirely without parallel.

Although the United States now lacks the machinery for such federal aid as England was enabled to grant to local work it has power enough locally to make a very creditable showing, and, it may be hoped, to pave the way for such governmental provision as will enable the United States to show the even greater salvage which its unexhausted condition makes possible.

Again, why should the United States, especially the newer rural states, be satisfied with a less favorable infant mortality rate than that which New Zealand can show? The New Zealand rate has steadily gone down, notwithstanding the war, and is now almost precisely half the rate for the registration area of the United States; that is, in New Zealand one baby in twenty dies, while in the United States one baby in ten dies. The most favorable state rate in the registration area is 70, that of Minnesota. Why should Minnesota not enter the race with New Zealand.

## THE AMERICAN PRISON CONGRESS.

[By J. E. McCCLURE, Assistant Director, The Department of Public Welfare.]

The annual congress of the American Prison Association was held in New Orleans, Louisiana, November 19-23, 1917.

There was an unusually large attendance of delegates. Nearly every state and territory in the union was represented. Men and women who

are devoting their lives to prison work were there, and took conspicuous part in the deliberations of the congress. They came to learn, as well as to impart to others, the knowledge they had acquired after years of experience and study.

There were twenty-nine delegates appointed to represent the State of Illinois. Of these nine were present, as follows: Messrs. John L. Whitman, Will Colvin, James A. White, H. M. Adler, J. E. McClure, F. Emory Lyons, C. F. Wixon, Hcnry W. Tomlinson and A. M. Saxe.

Others, not delegates, were present so that there were upwards to twelve from this State who attended the sessions of the congress.

On the first day of the session, the Illinois delegates met, and selected John L. Whitman to represent Illinois on the important committee of time and place. In that caucus after some discussion it was decided to bring a campaign to secur the meeting of the congress in Illinois in the year of 1919. Mr. Whitman was assured of the cordial cooperation of all the delegates of his State in whatever he did to bring about the success of the plan agreed upon. It was the opinion of the delegates that Illinois would be able to present to the congress in 1919 much that is new and to show actual accomplishment of many of the forward-looking policies now being put in force in Illinois.

Our delegates were regular in their attendance at the various sessions. Very few of them have attended the prison congress in recent years, but all entered into the spirit of the occasion and were intent upon acquiring as much information as possible. The part taken hy our delegates in the work of the congress created a favorable impression. The superintendent of prisons, Mr. Whitman, was invited to speak before the warden's section, and in the presence of an unusually large attendance of prison officials gave such expression to his views as deeply impressed his hearers. Subsequently on the last day of the session, he was invited again to speak and most creditably and clearly presented his idea of what a real honor system is and should be.

Mr. Will Colvin attended the scction devoted to boards of parole and pardons, and upon invitation presented a clear and understandable outline of the parole system in Illinois, its greatly enlarged scope, and its ultimate object.

Dr. Herman M. Adler attended the sessions of the Association of Clinical Criminology, and took part in the deliberations of that branch of the congress.

Dr. F. Emory Lyons was on the program at the general session on Thursday afternoon and delivered an address upon the subject "Modern Methods of Housing Prisoners." Dr. Lyons' address was favorably received. He possessed the merit of speaking so that he could be heard, a thing which could be said of very few of the other speakers that afternoon.

In the selection of the various committeemen for the next year, none of the Illinois delegates were giveu chairmanships, though Messrs. Whitman, Colvin, Adler and McClure were all given satisfactory committee assignments.

There were several cities which sought the convention for next year. After two or three sessions the committtee on time and place unanimously chose Oklahoma City as the place. The time will be announced later.

Early in the session of the congress the question of enlistment in the regular army of prisoners in the penal institutions as well as those on parole became a serious subject for discussion. Indeed, its importance was conclusively shown by the lively interest taken in it by the delegates. A colonel of the United States Army was present and enlightened the delegates on the question. Near the concluding part of the session the following resolution, evidencing the judgment of the congress, was unanimously adopted:

*"Resolved.* That the Warden's Association of the American Prison Association suggest to and request of the President of the United States, the modification of paragraph 849 of the Regulations of the Army and paragraph 3686 of the Articles for the Government of the Navy of the United States so as to permit the enlistment in the military and naval forces of the United States of men who, in the

judgment of the proper military and naval authorities, are physically, mentally and morally qualified, despite the fact that such persons may have been convicted of the offenses set forth in the regulations and articles above referred to and imprisoned therefore, upon their being duly and honorably paroled or discharged from such imprisonment."

The trend of thought in the congress seemed to be in the direction of thorough study of all proposed prison reforms: It seemed to be the opinion of the leaders that conservative action is advisable. Two colossal evils in prison management were pointed out by the president of the congress in his annual address. One, he said, was peculiar to the past, and the other in a measure characterizes the present. He held that these two evils are, cruelty and sentimentality. As the first is the child of ignorance, the second springs from half knowledge, and is not the less reprehensible. True reform will come, he said, not by a softening and relaxation in prison discipline, not by imputing to criminals qualities which their whole activities have proven them to lack, and the very absence of which is the cause of their imprisonment, not by making their pathway smoother and easier, nor yet by touching it with a magic of romance. He held that the clouds in our pathway would lift rapidly if we would use much of common sense in all our relations with prisoners.

The great advancement made by northern states in prison management stood out conspicuously when we heard the story of the mediaeval methods now practiced in the prisons of some of the southern states. Illuminating and gratifying, however, was the portrayal of the great progress made in Louisiana. That state seems to have taken an advanced, forward step and its example will doubtless be followed by other southern states.

The delegates listened attentively to all that was said about the honor system, about self-government in prisons, about the practice of trusting prisoners more implicitly even than members of society are trusted, but they manifest no tendency toward an immediate and entire adoption of these policies. The Illinois idea of developing a real and abiding sense of honor within the heart of the prisoner by means of personal appeal and genuine human sympathy, thereby laying the foundation for a real honor system, seemed to meet with favor among the thoughtful, thinking students of criminology and prison management.

*The prison congress revealed these things:*

1. That the exact meaning of "honor system" is not clear.
2. That prison self-government is not practicable nor in the interests of prisoners.
3. That the development of a wholesome reformatory spirit among prisoners depends much on the personality and ideals of the warden.
4. That prison schools are imperfectly understood and indifferently maintained.
5. That 20 per cent of prisoners are vicious; 20 per cent good and 60 per cent ready to be influenced by either one or the other of these forces.
6. That discipline is necessary, but that it must be maintained without brutality, and along humane lines.

In conclusion, it is my judgment that the congress was worth attending; that Illinois is far ahead of many states in its accomplishments, and in its clearly outlined policies for the future; that the Illinois delegates listened closely and observed much; and that it was good for the State and good for them to be there.

## THE VALUE OF PSYCHOPATHIC LABORATORIES IN COURTS.

Organization of psychopathic work in the criminal courts was ably treated by Herman M. Adler, M. D., Criminologist and Director of the Juvenile Psychopathic Institute of the Department of Public Welfare in a recent address before the Illinois Society of Criminal Law and Criminology.

"Psychopathic work in connection with the criminal courts accomplishes two purposes," Dr. Adler declared. "In the first place, it classifies the individual delinquent or criminal, not according to the type of his act nor according to the amount of damage done, but according to the elements of his personality. In other words it attempts to disclose the underlying causes of the particular act which brought the delinquent into court.

"In the second place, on a basis of such facts as this examination discloses, a plan of treatment may be devised to suit the needs of this particular individual rather than the general requirements of his type.

"One reason why psychopathic laboratories in connection with criminal courts are still open to objection by a large proportion of the legal profession, is probably because up to the present the emphasis has been laid almost entirely upon the classification of criminals. Such classification, while of scientific value, is after all largely academic unless it is made the basis of treatment.

"In speaking now specifically of the organization of a psychopathic laboratory in connection with the criminal court, it must be understood that these suggestions must necessarily be tentative. The whole problem is still largely an experimental one and the best methods of dealing with it are still to be discovered.

"This, however, can be accomplished only if a persistent effort is made utilizing all the facilities at present known to this branch of science and in such a way that necessary improvements can be applied whenever it is found expedient to do so.

"This means that whatever organization may be decided upon must have a large element of elasticity so that it can adapt itself to changing needs and to new facts as they are discovered.

"The first consideration in organizing such a laboratory is the consideration that scientific research has come to be dependent upon adequate organization much as has advance in any other human activity."

## THE OPERATION OF THE NEW PAROLE LAW IN ILLINOIS.

[By WILL COLVIN, Superintendent of Pardons and Paroles, Department of Public Welfare.]

Gratifying results have followed the inauguration by the Division of Pardons and Paroles of an entirely new system of handling the work of the State parole agents. Under the new plan the 2,100 persons on parole in Illinois from Joliet, Chester, Pontiac, St. Charles and Geneva will be supervised and visited each month. For years the work of looking after persons upon parole has been a farce.

Prior to the passage of the Civil Administrative Code each of the five institutions looked after its own inmates while upon parole. The Administrative Code, effective July 1 last, made possible the coordination of all parole work under the direction of the Division of Pardons and Paroles. While the new system already evidences a saving of money to the State, the real good is being shown in the results obtained by frequent and careful visitation of the unfortunates who are upon parole.

Prior to July 1, two parole agents assigned to the Chester institution had 350 men on parole scattered all through the State from Danville south. It was necessary for the parole agent to go to the penitentiary and there search out from the records the location of the person on parole. It frequently occurred that parole agents from Joliet, Chester and Pontiac were in the same town on the same day, each looking after some person from his individual institution.

In consequence the work of the parole agents overlapped and was duplicated in many instances, resulting in a great waste of money in salaries and traveling expenses, and loss of time.

Under the new schedule an index card for each inmate in the five institutions has been prepared. When the person goes on parole this card is placed in a county file. When the agent to whom the work in that individual county is assigned receives his assignment he is given the card index for every person on parole in that county.

#### STATE DIVIDED INTO NINE DISTRICTS.

In order to cover the work systematically the State has been divided into nine districts. The parole agents are now scattered through the State, systematically doing the work in these districts. In addition to visiting the person on parole, it is the new duty of the agent when in the county to call upon the State's attorney, the sheriff, the county probation officer and the county judge, and whenever possible also to call upon the circuit judges. This is done in order to bring about cooperation in the handling of persons on parole between the county committing authorities and the parole agent authorities of the State.

The strength of the parole law is in visitation of those upon parole. The county authorities when becoming interested in the individuals who are upon parole in their localities can render a great service to the work and to the individual. Results have become immediately apparent. The first reports of the parole agents indicate that in every instance where they have called upon a county official and explained the new scheme that the official is at once willing to aid in the work. Some State's attorneys are requesting the privilege of passing upon the fitness of every person in their counties who is taking any person from one of the five institutions upon parole. This will be a great help in the new work. Similar services by other state's attorneys and officers in other counties would be of inestimable value to the new work.

#### CHICAGO'S PROBATION RECORD.

Recent developments have demonstrated that Cook County officials can no longer blame Chicago's annual crime wave to the parole law or its administration. Investigations have shown the real trouble to be in the system Chicago judges employ in releasing criminals upon "Probation." During 1915 and 1916 Chicago judges released over one thousand more persons than have been "paroled" from the Joliet prison in twenty years for practically the same crimes.

Years ago crime in Chicago was committed by organized bands of criminals. Chicago's crime waves for five years have been traceable entirely to young men and hoodlums. The old organized bands have disappeared, due in some measure to the fact that the old timers are not at liberty. The parole law has gradually segregated them into a class which is kept incarcerated. During the past five years practically all the gunmen convicted in Chicago have been young men ranging from 18 to 26 years old.

Chicago made a start along the right direction when police officers were placed at crossings near public schools to look after the safety of the school children. In this work a few police officers get to know the school children. If kept in the same locality long enough the officers get acquainted with the boys and girls and eventually are able to give friendly advice to the boy whom they see going wrong. Police officers can not disperse a crowd of boys playing upon the corners or on the streets at night by throwing their clubs at them and at the same time render a useful service in advising those same boys against falling into crimes. If the police will study the boys in their districts and begin work with them, something real can be accomplished at the right time.

#### SUPERVISING PAROLED MEN IN CHICAGO.

In charging Chicago's crime to paroled men to police department loses sight of the fact that every man on parole in Chicago from Joliet is daily under the eye and observation of the police department. The police know where every paroled man is located. The department is given this information when the man goes upon parole. In addition five parole agents are in

continuous contact with the 200 men on parole in Cook County. A man on parole can not remain out of doors after 9 o'clock at night without becoming a violator and being returned to prison. So the men paroled from Joliet are watched daily from two sources—the police department and the parole department.

Similar attention, however, is not given to several hundred men on parole in Cook County from other states. The Illinois law does not permit men from here going into other states to do their paroles. Practically all other states having a parole law permit paroles outside. Consequently several hundred men on parole from other states find their way into Chicago. No one knows who they are, where they are located or what they are doing. Neither the Illinois parole system nor its administration can be responsible for the conduct of men paroled from other states into Illinois.

#### DECLARED BEST LAW IN U. S. \*

The new Illinois parole law, passed by unanimous vote of both houses of the Illinois General Assembly, effective July 1, 1917, was declared by delegates at the recent meeting of the American Prison Association to be the best parole law in the United States.

Since July 1, 1917, 187 prisoners have been paroled from the Joliet Penitentiary. Of this number seven have been returned to prison and eleven are under investigation. None of the eighteen prisoners was a gun man. Of the seven returned, four were doing their parole in Cook County. Two of them were returned for being drunk and disorderly. One was returned for leaving the State, and the other for committing a crime, stealing a suit case.

#### FEW PAROLED FAIL.

During the same period, 337 boys were paroled from the Pontiac State Reformatory. Of this number, 144 were received from Cook County and 108 were returned to Cook County to do their paroles. Of the number paroled since July 1, two have failed and have been returned to prison.

In 1916 there were received in Joliet from Cook County 330 prisoners, and in 1917, 253. This was a decrease of seventy-seven commitments in one year, or more than twenty per cent.

The record of paroles in the Joliet Penitentiary for twenty years shows the following:

Eighty per cent have maintained themselves in society and were not again in the clutches of the law in Illinois or elsewhere.

Ten per cent violated their paroles and were returned as parole violators.

Seven per cent were classified as irresponsibles, the insane, feeble-minded, etc., who left the State or disappeared, but who are not known to have been convicted again for crime.

Three per cent were returned under new sentences.

#### CONFUSE PROBATIONERS AND PAROLED.

Confusion often results in Cook County between those persons released on probation from the bench, and those "paroled" from the penitentiary. From 1895, when the original parole law was passed, until 1915, there were paroled from Joliet 6,944 prisoners. During the year 1914 Cook County judges released on probation 4,696 convicted persons, and in 1915, 3,629 convicted persons, or a total for the two years of 8,325 persons. The number, therefore, released on probation by Cook County judges during the two years exceeded the number released on parole from the Joliet Penitentiary during twenty years by 1,381 persons. The division of pardons and paroles has no jurisdiction over these probationers, as the probation laws are not administered by State authority.

#### ASKED CHICAGO JUDGES FOR HELP.

After his appointment July 1, 1917, the superintendent of pardons and paroles addressed a letter to all Circuit and Municipal Court judges in Cook

County, all down-State circuit judges, all sheriffs and State's attorneys in Illinois, requesting their cooperation in the administration of the new parole law. On August 24, 1917, the Department of Public Welfare also addressed all the judges and State's attorneys in Illinois reiterating this request for cooperation and asking them to send the statements required by the new law, setting out the facts and circumstances surrounding the crimes for which persons had been convicted in their courts. The down-State judges and State's attorneys replied in large numbers, approving the suggestion and offering their hearty cooperation. Sheriff John E. Traeger was the only person addressed in Cook County who replied.

Few judges in Cook County since July 1, 1917, have complied with that feature of the new parole law which requires them to send with the mittimus a statement of the facts and circumstances surrounding the crime for which the prisoner was convicted in their court. These statements are necessary to enable the warden and deputy warden to assign prisoners to the work they are to do in the penitentiary or reformatory. It cannot be done intelligently unless those officers know something of the crime and the habits of the prisoners, both of which are known to the committing judge at the time of the sentence of the prisoner. The necessity for these statements which are required by the new parole law is illustrated by the fact that in the case of many long term prisoners now subject to parole there is no adequate information on file concerning their crime. Frequently both the trial judge and the State's attorney who prosecuted the prisoner have since died.

#### THE SYSTEM OF SUPERVISING PAROLED MEN.

Under the new law the parole agents of the Joliet State Penitentiary, the Chester State Penitentiary and the Pontiac Reformatory are all under the direction of the superintendent of pardons and paroles. These parole agents know where all of the prisoners are working. Five parole agents in Cook County are in touch with the paroled men and know what they are doing. The police department of Chicago has the address of all of the men on parole. It is, therefore, difficult for a man on parole to commit a crime without the police finding him promptly and returning him to prison. When a man on parole commits an offense his time in prison before again being subject to parole is extended by the division of pardons and paroles. For instance, while a paroled man might become drunk and disorderly, ordinarily subject only to a small fine, he is returned to prison and given another year behind the bars.

The following is a five-year comparison between the old system of definite sentence and the new system of indeterminate sentence at the Joliet prison:

#### DEFINITE SENTENCE 1890 TO 1895 BY JURY.

Average for burglary, 1 year, 7 months, 21 days.

Average for larceny, 1 year, 4 months, 14 days.

Average for robbery, 1 year, 9 months, 6 days.

Jury gave seventeen prisoners the maximum for these crimes.

#### INDETERMINATE SENTENCE 1910 TO 1915.

Average for burglary, 3 years, 3 months, 9 days.

Average for larceny, 2 years, 4 months, 1 day.

Average for robbery, 3 years, 6 months, 19 days.

Board of Pardons gave 328 prisoners maximum for these crimes and in addition every prisoner had to do one year or longer on parole.

#### DEALING WITH GUN MEN.

The law provides a sentence of from one year to life for robbery with a weapon. The division of pardons and paroles permits the prisoner to appear at the conclusion of one year, as required by law, and advises him that he will not be subject to parole until he has served five years. The term for gun men is often made more than five years, if there were a series of hold-ups, or if the crimes were committed with the aid of an automobile. Danger-

ous gun men are not released upon parole until the prisoner has served a long period.

The parole law is administered by the division of pardons and paroles in the department of public welfare. Will Colvin, of Springfield, superintendent of pardons and paroles, is chairman. John L. Whitman, of Chicago, superintendent of prisons, sits as a member of the board. Judge James E. McClure, an attorney, of Carlinville, as assistant director of the Department of Public Welfare, also sits as a member. Charles P. Hiteh, of Paris, assistant superintendent of pardons and paroles, also acts.

The following shows the action in all robbery with a weapon cases which came before the Board of Pardons at Joliet during the three years—1915, 1916 and 1917:

AVERAGE TIME FOR ROBBERY.

1915—40 cases. Average 4 years, 3 months, 27 days.

1916—74 cases. Average 6 years, 1 month, 2 days.

1917—67 cases. Average 6 years, 10 months, 28 days.

The average at the Joliet prison for robbery for the last five years under the Definite Sentence Act—1890 to 1894 inclusive—was 1 year, 9 months and 6 days.

The following table covering five years at the Joliet prison shows the number paroled each year, the number who have failed, and the number returned under new sentence, together with the per cents on violations and returned upon new sentences:

Year.	Number paroled.	Number returned for violation.	Returned upon conviction		Per cent.
			Per cent.	for new crimes	
1913	357	83	23	10	or 2.8
1914	390	100	25.6	15	or 3.8
1915	488	86	17.6	12	or 2.5
1916	414	101	24.4	11	or 2.6
1917	446	91	20.6	19	or 4.2

## PAROLE AND VISITATION OF CHILDREN FROM ST. CHARLES AND GENEVA.

A plan of cooperation between the division of pardons and paroles and the division for visitation of children in family homes has been worked out and adopted by the Department of Public Welfare. Under the new plan the power to parole boys and girls from St. Charles and Geneva will be exercised by the division of pardons and paroles but the finding of homes for the boys and girls from these two institutions and the visitation of them will be part of the duty of the division of visitation.

The plan was set out in the following report to the Director of the Department:

January 19, 1918.

To Mr. Charles H. Thorne, Director:

(Subject—Visitation of boys and girls while on parole from St. Charles and Geneva.)

1. In accordance with our conversation, I am herewith submitting recommendation as follows:

2. That the power of parole from St. Charles and Geneva remain as it is now—in the division of pardons and paroles.

3. That the finding of homes for these boys and girls and their visitation while upon parole be assigned to the State Visitation Agent.

4. That the home visitors employed at St. Charles and Geneva be turned over to the State Visitation Agent to do the work of finding homes and visitation in conjunction with the other employees in that department.

5. That the card index system inaugurated for St. Charles and Geneva continue in the division of pardons and paroles and that the recommendation for final discharge for the boy or the girl be submitted to the Department of Public Welfare through the division of pardons and paroles.

6. Under this plan I think real good can be accomplished. The new work given to the State Visitation Department is in line with the work heretofore done by that department. The State spends a vast amount of money each year for the support of the St. Charles and Geneva institutions. A boy or a girl may be looked after in these institutions for one, two or three years. In a great many instances that effort is lost by reason of the fact that the State has not followed up its work after the boy or girl went upon parole. In finding homes for these boys and girls and in doing the work of visiting them while on parole there is opportunity for vast accomplishment.

7. My investigation since July 1 last, convinces me that the visitation of boys and girls while upon parole from these institutions has been a farce. The explanation offered by the managing officers is that they did not have the facilities to properly look after boys and girls when upon parole. This may be true, but I also find that officers who drew pay as home visitors have not been doing the work that their official title indicates they should have been doing. The home visitors have been required to do a large amount of clerical work about the institutions. While doing clerical work they were not upon the outside either finding or visiting homes. Unless great improvement is shown in the home I am firmly convinced that no boy or girl should be permitted to return to the environments originally responsible for their commitment.

8. If this plan has the approval of the Department of Public Welfare I would be very glad to give whatever help lies in my power to aid Mr. Virden in working out the details.

(Signed) WILL COLVIN, Superintendent.

## HOME PLACING TO BE PUSHED.

The Department of Public Welfare is thoroughly committed to the policy of placing homeless children in family homes. This policy applies very directly to the Soldiers' Orphans' Home at Normal. This institution is housing 500 children, only a small per cent of whom are children of American soldiers.

There is every reason why these children should be in foster homes, though in many cases the courts have either held to them or there are relatives who have an interest which prevents placement.

It has been the policy for a number of years to discourage the superintendent of this institution from acting as guardian of homeless children sent to it by the courts. This policy has been reversed by the Department and the courts of the State have been asked to make the superintendent guardian of dependent children with power to place them in family homes under the laws and the regulations of the Department.

This action was taken in the adoption of the following resolution, a copy of which has been sent to all county and juvenile court judges:

WHEREAS, The Soldiers' Orphans' Home at Normal now houses few children of American soldiers and has become, under our laws, an institution for the care of dependent children; and

WHEREAS, It is agreed by all authorities on the subject of child care and welfare, that an institution should serve only temporary purposes and that all healthy, normal children are entitled to the advantages and happiness of home life, even though it be that of a foster home; therefore, be it

Resolved, That the Department of Public Welfare requests the County Courts of Illinois, when applying for admission to this institution for dependent children, to designate its managing officer as guardian with power to place such children in family homes under the laws of the State and the regulations of the Department of Public Welfare, touching the placement of dependent children.

## TO GIVE COURSE IN CRIMINOLOGY.

At a recent meeting of the Department of Public Welfare, Dr. Herman M. Adler, criminologist of the Department reported that he had been asked by the National Committee for Mental Hygiene, in charge of the psychiatric work for the Army, to draw up a tentative plan for a course in criminology for the Medical Service. Accordingly, he has prepared a course of study for this work, outline of which, approved by the staff, was as follows:

### FIRST WEEK.

Instruction into the general subject of mental diseases.

Six mornings, 9 to 12, laboratory work, comprising serological examinations, including the Wasserman test and examination of cerebro-spinal fluid. Gross- and histopathology of the principle mental diseases. Daily conferences and clinical presentation of cases, 12 to 1, for six days.

Afternoons, 2 to 5:30, ward work in the acute psychopathic wards and eustodial wards.

Hydrotherapy and wet packs.

Prescribed reading on special topics during the evening.

### SECOND WEEK.

Psychological methods daily from 9 to 5:30, six days.

Instruction into the methods of psychological testing and examination. Daily conferences and clinical demonstrations—12 to 1.

### THIRD WEEK.

Judicial and court methods.

Daily attendance at the courts from 9 to 5:30.

The work during this week will cover the court proceedings and the work of the probation departments. The time will be divided between the juvenile and criminal courts.

Conferences and demonstrations daily—12 to 1.

FOURTH WEEK.

Institutional treatment of delinquency.

This week will be spent at the State reformatories.

The work will cover various institutional methods for dealing with the reformable adolescent.

FIFTH AND SIXTH WEEKS.

Will be spent at the penitentiaries.

The work here will include the methods for dealing with the more serious types of offenders.

To obtain the maximum results it will be advisable to arrange that this course be given to small groups—from four to six at one time.

The daily conferences and demonstrations will be devoted to clinical demonstrations and formal discourses by various members of the Criminologist's Division of the Department of Public Welfare of Illinois.

A course of twenty-two (22) lectures is included in this program.

In addition to the presentation by members of the criminologist's division, special topics will be presented by the following:

Mr. John L. Whitman, Superintendent of Prisons, of Illinois.

Dr. H. Douglas Singer, Alienist of Illinois.

Miss Eleanor Slagle, Director of Occupational Therapy, of the Illinois Society of Mental Hygiene.

Judge Victor P. Arnold, Judge of the Juvenile Court of Cook County.

## THE TEXT OF ILLINOIS NEW PAROLE LAW.

The following is the complete text of the new Parole Law of Illinois:

§ 1. Definite sentencees for misprision of treason, murder, rape, and kidnapping—eligibility to parole.	§ 8. Paroled prisoners and wards to be furnished clothing, money and transportation.
§ 2. Indeterminate sentencees in all cases except those enumerated in section one—age of defendant to be found—no person to be committed to State penitentiary, etc., for reeovery of fine or costs.	§ 9. Supervision and discharge of paroled prisoners and wards.
§ 3. Court in case of felony to have discretion whether commitment shall be to penitentiary, reformatory or other institution.	§ 10. Paroles in the case of prisoners and wards that have been transferred.
§ 4. Court to have discretion whether persons guilty of offense punishable by imprisonment in county jail shall be committed to jail, reformatory or other institution.	§ 11. Every sentencee or commitment except that of jail sentence or fine shall be subject to statutory provision that prisoner may be transferred to penitentiary—court to retain jurisdiction for this purpose—procedure.
§ 5. Department of Public Welfare to adopt rules concerning prisoners and wards—data to be compiled, and history of each case to be preserved.	§ 12. Every sentence except for capital offense of a male under 26, of a female under 18 subject to statutory provision prisoner may be transferred to reformatory or other institution from penitentiary—court to retain jurisdiction for this purpose—procedure.
§ 6. A copy of the official record including a statement of the facts and circumstances prepared by the judge and State's attorney to be transmitted with the prisoner or ward upon commitment.	§ 13. Transfer not to render prisoners or wards ineligible to parole.
§ 7. Department of Public Welfare to establish rules for parole of prisoners and awards—conditions of parole—arrest and return of paroled prisoners and wards.	§ 14. State's attorney to represent Department of Public Welfare—fees.

(HOUSE BILL No. 1029; JUNE 25, 1917.)

AN ACT to revise the law in relation to the sentence and commitment of persons convicted of crime or offenses and providing for a system of parole and to repeal certain Acts and parts of Acts therein named.

SECTION 1. Be it enacted by the People of the State of Illinois, represented in the General Assembly: That in all cases where any person, male

or female, over ten years of age, shall be charged with either of the offenses of misprison [misprision] of treason, murder, rape, or kidnaping, and the case shall be tried by a jury and the jury shall find the defendant guilty, the jury shall also by its verdict fix the punishment, and if the punishment imposed is imprisonment, the jury shall fix the term of such imprisonment; if the case is tried by the court, without a jury on a plea of guilty, and the court shall impose imprisonment as the punishment, the court shall fix a definite term of imprisonment, and the court in each case, shall fix the place of confinement. In every such case of imprisonment, the court shall sentence the defendant to the penitentiary, except as is provided in clauses one to four, inclusive, in section three in this Act, and in such cases the court may, in its discretion, commit as in those clauses provided. Every person so sentenced shall be held in the respective institution, reformatory or penitentiary for and during the definite term in said sentence named, subject to transfer, subject to parole and subject to be earlier discharged, as in this Act provided, by the Department of Public Welfare, and it shall be deemed and taken as a part of every such sentence that all of the provisions for transfer, parole and discharge in this Act contained shall be a part of said sentence as fully as though written in it.

Every person sentenced and committed under this section "one" shall, in the discretion of the Department of Public Welfare, be eligible to parole under rules and regulations adopted therefor by the Department of Public Welfare, such paroles to be as follows: Person sentenced for life may be eligible to parole at the end of twenty years; persons not sentenced for life but sentenced for a definite term of years may be eligible to parole not earlier than one year nor until he or she shall have served the minimum sentence provided by law for the crime of which he or she was convicted, good time being allowed as provided by law; nor until he or she shall have served at least one-third of the time fixed in said definite sentence. It is expressly provided that the definite sentence provided for in this section "one" shall be applicable only to the crimes enumerated in this section "one" and definite sentences shall not be applicable to any other crime or offense enumerated in this Act; and further, that indeterminate or general sentences shall apply to all other crimes and offenses enumerated in this Act, but not to the crimes or offenses enumerated in this section "one."

§ 2. That, except for the crimes enumerated in section one of this Act, every sentence to the penitentiary or reformatory, and every sentence or commitment to any other State institution now or hereafter provided by law for the incarceration, punishment, discipline, training or reformation of persons convicted and sentenced to, or committed to such institution (not including, however, county jail) shall be a general sentence of imprisonment, and the courts of this State imposing such sentence or commitment shall not fix the limit or duration of such imprisonment. The term of such imprisonment or commitment shall be for not less than the minimum nor greater than the maximum term provided by law for the offense of which the person stands convicted or committed. It shall be deemed and taken as a part of every such sentence, as fully as though written therein, that the term of such imprisonment or commitment may be terminated earlier than the maximum by the Department of Public Welfare, by and with the approval of the Governor in the nature of a release or commutation of sentence or commitment. In all cases in this Act enumerated the jury trying such case shall by their verdict find the age of the defendant, as near as may be, and the court on a plea of guilty shall find the age of the defendant, as near as may be.

No court of otherwise competent criminal jurisdiction shall be deprived of jurisdiction to sentence and commit or commit, under this Act, for terms of imprisonment for a crime or offense in this Act enumerated, although such crime or offense may in addition to such imprisonment, be punishable by other or alternative punishment.

No person shall by any court be committed to the penitentiary, reformatory or other State institution for the recovery of a fine or costs.

§ 3. That except for the crimes enumerated in section one of this Act, every person, male or female, over ten years of age, who shall be adjudged guilty of a felony, or other crime punishable by imprisonment in the penitentiary, or by imprisonment either in the penitentiary or jail, and as to whom the court shall have not assessed the jail sentence, shall in all such cases, except as herein otherwise provided, in clauses one to four, inclusive, be sentenced to the penitentiary, and the jury in its verdict in such case and the court imposing such sentences, shall not fix the limit or duration of same, but the term of such imprisonment shall not be less than the minimum term nor shall it exceed the maximum term provided by law for the crime or offense of which the person is convicted, making allowance for good time as is provided by law: *Provided*,

Clause 1. That every male person between the ages of sixteen and twenty-six years, except in capital cases, may, in the discretion of the court, be sentenced to the reformatory instead of the penitentiary.

Clause 2. That every male person between the ages of twenty-one and twenty-six years who has previously been sentenced to the penitentiary or reformatory in this or any other state, district or country, may, in the discretion of the court, be sentenced to the penitentiary instead of the reformatory.

Clause 3. That every male person between the ages of ten and sixteen years adjudged guilty of any offense enumerated in this section, except capital offense, may, in the discretion of the court, be sentenced and committed to such other institution (other than the reformatory) as is provided by law for the incarceration, punishment, discipline, training or reformation of such class of persons, instead of the penitentiary.

Clause 4. That every female person between the ages of ten and eighteen years, adjudged guilty of any offense enumerated in this section, except a capital offense, may, in the discretion of the court, be sentenced and committed to such other institution as is now provided by law, or may be provided by law, for the incarceration, punishment, discipline, training or reformation of such class of persons, instead of the penitentiary.

§ 4. That every male person between the ages of sixteen and twenty-one years, who shall be adjudged guilty of an offense punishable by imprisonment in the county jail or by a fine, or in the county jail with or without a fine, may, in the discretion of the court, be committed to the reformatory for the jail imprisonment only, instead of the county jail, for not less than the minimum nor greater than the maximum term provided by law for the offense of which such person is convicted, and that every female person between the ages of ten and eighteen years, who shall be adjudged guilty of an offense punishable by imprisonment in the county jail or by a fine, or in the county jail with or without a fine, may, in the discretion of the court, for the jail imprisonment only, be committed for a term not less than the minimum nor greater than the maximum term provided by law for the offense of which such person is convicted to such other State institution as is provided by law or may hereafter be provided by law for the incarceration, punishment, discipline, training or reformation of such class of persons.

§ 5. It shall be the duty of the Department of Public Welfare to adopt such rules concerning all prisoners and wards committed to the custody of said department as shall prevent them from returning to criminal courses, best secure their self-support and accomplish their reformation.

Whenever any person shall be received into any penitentiary, reformatory or other institution for the incarceration, punishment, discipline, training or reformation of prisoners or wards of the State, the said Department of Public Welfare shall cause to be entered in a register the date of such admission, the name, nativity, nationality, with such other facts as can be ascertained of parentage, education, occupation and early social influences as seem to indicate the constitutional and acquired defects and tendencies of the prisoner or ward, and based upon these, an estimate of the present condition of the prisoner or ward and the best possible plan of treatment. The said department shall carefully examine each prisoner or ward

wheu received aud shall euter in a register kept hy it the name, nationality or race, the weight, stature aud faunly history of each prisoner or ward, also a statement of the condition of the heart, lungs and other principal organs, the rate of the pulse and respiration, the measurement of the chest and abdomen, and any existing disease or deformity, or other disability, acquired or inherited; upon the register shall be entered from time to time minutes of observed improvement or deterioration of character and notes as to the method and treatment employed; also, all alterations affecting the standing or situation of such prisoner or ward, and any subsequent facts or personal history which may be brought officially to the knowledge of the department bearing upon the question of parole or final release of the prisoner or ward. And it is hereby made the duty of every public officer to whom inquiry may be addressed by the Department of Public Welfare concerning any prisoner, to give said department all information possessed or accessible to him which may throw light upon the question of the fitness of said prisoner or ward to receive the benefits of parole or to be again placed at liberty.

§ 6. In all cases, whether the sentence be definite or indeterminate, it shall be the duty of the judge by or before whom any prisoner or ward is convicted or committed, and also the State's attorney of the county in which he or she was convicted or committed to file an official statement with the clerk of the court to be transmitted to and to thereby furnish the Department of Public Welfare an official statement of the facts and circumstances constituting the crime or offense whereof the prisoner or ward was convicted or committed, together with all other information accessible to them in regard to the career of the prisoner or ward prior to the time of the commitment for the crime or offense of which he or she was convicted or committed relative to his or her habits, associates, disposition and reputation and any other facts and circumstances which may tend to throw light upon the question as to whether such prisoner or ward is capable again of becoming a law-abiding citizen. It shall be the duty of the official court reporter, at the dictation of the judge of the said court or the State's attorney of said county, to write the official statements of the judge and State's attorney above referred to at the time of the conviction or commitment of the prisoner or ward. It shall be the duty of the clerk of said court to prepare a statement, giving the name and residence of the trial judge and also the names of the jurors and witnesses sworn at the trial and to attach such statement of his, together with the official statement of the trial judge and State's attorney with a copy of the indictment, information or petition, as the case may be, to a copy of the judgment, order or record of conviction, to be certified as a mittimus and deliver same, so attached, to the sheriff of the county for transmission to such institution, reformatory or penitentiary, as the case may be, at the time of the delivery of the prisoner or ward to the officers of such institution, reformatory or penitentiary; and it shall be the duty of the officers of the Department of Public Welfare in charge of such institution, reformatory or penitentiary to report to the proper officer of the Department of Public Welfare the receipt of such prisoner or ward with such other official information as such department may require, within five days after the receipt of such prisoner or ward.

§ 7. The said Department of Public Welfare shall have power, and it shall be its duty, to establish rules and regulations under which prisoners in the penitentiary, in the reformatory and in such other State institutions as are now or may hereafter be provided for the incarceration, punishment, discipline, training or reformation of the prisoners or wards committed thereto, may be allowed to go upon parole outside of the penitentiary, reformatory or such other institutional buildings and enclosure: *Provided*, that no prisoner or ward shall be released from either the penitentiary or the reformatory or such other institution herein in this Act mentioned until the Department of Public Welfare shall have made arrangements or shall have satisfactory evidence that arrangements have been made for his or her honorable and useful employment while upon parole in some suitable

occupation and also for a proper and suitable home free from criminal influences and without expense to the State:

*And, provided, further, that all prisoners and wards so temporarily released upon parole shall, at all times, until the receipt of their final discharge, be considered in the legal custody of the officers of the Department of Public Welfare, and shall during the said time be considered as remaining under conviction for the crime or offense of which they were convicted and sentenced or committed and subject to be taken at any time within the enclosure of such penitentiary, reformatory and institutions herein mentioned. Full power to enforce such rules and regulations and to retake and reimprison any inmate so upon parole is hereby conferred upon the officers and employees of the Department of Public Welfare. The order or writ certified to the wardén, superintendent or managing head of such penitentiary, reformatory or of such other institution above mentioned, with the seal of the institution attached and directed to all sheriffs, coroners, constables, police officers or to any other particular persons named in said order or writ, shall be sufficient warrant for the officer or other person named therein to authorize the said officer or person to arrest and deliver to the proper officer of said penitentiary, reformatory or such other institution the body of the conditionally released or paroled prisoner named in said writ, and it is hereby made the duty of all sheriffs, coroners, constables, police officers or other persons named therein to execute said order or writ the same as other criminal processes. In case any prisoner or ward so conditionally released or paroled shall flee beyond the limits of the State, he or she may be returned pursuant to the provisions of the laws of this State relating to fugitives from justice. That no prisoner or ward sentenced and committed, or committed, under a general or indeterminate sentence, shall be eligible to parole earlier than one year after his or her commitment in said penitentiary or reformatory or State institution in this Act mentioned, nor until he or she shall have served the minimum term of imprisonment provided by law for the crime or offense of which he or she was sentenced and stands convicted or committed. In all cases of definite sentences provided for in section one of this Act, persons sentenced for life or for a definite term of imprisonment may be paroled in the discretion of the Department of Public Welfare; persons sentenced for life may be eligible to parole at the end of twenty years; persons not sentenced for life but sentenced for a definite term of years may be eligible to parole not earlier than one year, nor until he or she shall have served the minimum sentence provided by law for the time for which he or she was convicted, good time being allowed as provided by law, nor until he or she shall have served at least one-third of the time fixed in said definite sentence.*

§ 8. Upon granting parole to any prisoner or ward the Department of Public Welfare shall provide him or her with suitable clothing, ten dollars in money which may be paid to him or her in installments at the discretion of the Department and shall procure transportation for him or her to his or her place of employment.

§ 9. It shall be the duty of the Department of Public Welfare to keep in communication, as far as possible, with all prisoners and wards who are on parole from the penitentiary, reformatory or other institution for the incarceration, punishment, discipline, training or reformation, also with the employers of such prisoners or wards, and when, in the opinion of the Department of Public Welfare, any prisoner or ward who has served not less than six months of his or her parole acceptably (the Department of Public Welfare may require a longer service upon parole) has given such evidence as is deemed reliable and trustworthy that he or she will remain at liberty without violating the law and that his or her final release is not incompatible with the welfare of society; and whenever it shall be made to appear to the satisfaction of the Department of Public Welfare that any prisoner or ward has faithfully served his or her term of parole and the Department of Public Welfare shall have information that such prisoner or ward can safely be trusted to be at liberty and that his or her final release will not be incompatible with the welfare of society, the Department of Public Welfare shall have the power to cause to be entered of record in its Department an order discharging such prisoner or ward for or on account of his or her conviction

or commitment, which said order when approved by the Governor shall operate as a complete discharge of such prisoner or ward, in the nature of a release or commutation of his or her sentence, to take effect immediately upon delivery of a certified copy thereof to the prisoner or ward, and the clerk of the court in which the prisoner or ward was convicted or committed shall, upon presentation of such certified copy, enter the judgment of such conviction or commitment satisfied, and released pursuant to said order.

§ 10. In any case where prisoners shall have been transferred from a penitentiary to the Illinois State Reformatory or to any other State institution of the State of Illinois for the incarceration, punishment, discipline, training or reformation of persons committed thereto, or in case of transfer from said institutions to the reformatory or to the penitentiary in a proper case, the Department of Public Welfare shall have power and authority during the time such prisoners or wards are in the institutions, to which they have been transferred, to grant paroles to such prisoners or wards in all respects, the same as though they had been originally committed to such penitentiary, reformatory or other institution.

§ 11. It shall be a part of every sentence or commitment, whether definite or indeterminate or general, to either of the State institutions for the incarceration, punishment, discipline, training or reformation of persons convicted of an offense which might have been punished by imprisonment in the penitentiary if committed by an adult, and it shall be a part of every sentence to the reformatory, whether definite or indeterminate or general, except where the offense was an offense punishable in the county jail or by a fine, or in the county jail with or without a fine, as fully as though written in each of said classes of sentences, that the person so sentenced or committed to such State institution or to the reformatory, respectively, shall be liable and subject to be transferred to a penitentiary in the manner herein in this section provided. If it shall appear to the Department of Public Welfare that any such prisoner or ward confined in said reformatory or either of said State institutions was, at the time of his or her conviction or commitment, if a male person, twenty-six years of age or more, and, if a female person, more than eighteen years of age, or if it shall appear that, while in said reformatory or in such other State institution, any prisoner or ward mentioned in this section is incorrigible or persistently violates the rules of the reformatory or institution so that his or her presence therein is seriously detrimental to the best interests of the institution or reformatory and the inmates thereof, said Department of Public Welfare, by and order entered on its record, may direct any officer or employee thereof to make application to the court in this State in which such prisoner or ward was convicted or committed for an order to transfer such prisoner or ward to the penitentiary for discipline and not as a modification of the original sentence or commitment. And for this purpose it shall be deemed and taken that said court in which such conviction or commitment was had, has retained jurisdiction for the reinstatement of said cause for the purpose of hearing the petition and adjudication thereupon in this section contained. Such application shall be made by a written petition subscribed and sworn to by some officer or employee of the Department of Public Welfare cognizant of the facts, and shall set forth a copy of the order of the Department of Public Welfare directing such application to be made, and shall further state the causes for seeking such transfer and praying an order transferring the prisoner or ward therein named to one of the penitentiaries of this State. The court shall thereupon set a date for a hearing of such petition a copy of such petition, together with notice of the time and place of such hearing, shall be served upon the prisoner or ward sought to be transferred at least ten days before the date of such hearing. The prisoner or ward shall be personally present at such hearing. Such court without a jury shall have power to examine and consider such petition and, if it finds the verified petition sets forth a cause for transfer, shall enter an order for the transfer of such prisoner or ward to the penitentiary of this State designated in such order. The order of the court hearing such petition shall be final: *Provided*, that if such petition shall be dismissed, a new application may be made for causes arising since the filing of any other application. A prisoner or ward so ordered transferred shall be transferred

and be received and held in the penitentiary under the original sentence, the date thereof commencing with his imprisonment in the original institution to which he was committed and for the same period of time and in the same manner as under the original sentence under which the prisoner or ward was convicted and sentenced or committed as though still confined in said original institution or reformatory and may be released on parole by the Department of Public Welfare under rules made by it or absolutely discharged by the Department of Public Welfare upon the approval of the Governor. Such prisoner or ward may be returned at any time to the original institution or reformatory upon the written requisition of the Department of Public Welfare.

§ 12. It shall be a part of every sentence, whether definite or indeterminate or general, of a male person under 26 years of age, except for a capital offense, sentenced to the penitentiary, and of every female person under 18 years of age, except for a capital offense, sentenced to the penitentiary, as fully as though written in each and every of said sentences, that such prisoner shall be liable to and be subject to be transferred—the male person to the reformatory and the female person to such other State institution as is now or hereafter shall be provided by law for the incarceration, punishment, discipline, training or reformation of such persons, in the manner herein provided. Whenever it shall appear to the Department of Public Welfare that any such prisoner was under the ages herein in this section first above mentioned at the time of commitment to the penitentiary or that by reason of the mentality, want of training or other conditions, it shall be for the welfare of such person and in the interest of society and not detrimental to the reformatory or other State institution or inmates thereof, that such prisoner so committed to the penitentiary should be transferred to the reformatory or to such other State institution in this Act indicated, said Department of Public Welfare shall cause some officer or employee of the Department to make application in writing, verified by some officer or employee cognizant of the facts to the court in this State in which such prisoner was convicted for an order to transfer such prisoner to the reformatory or such other State institution as hereinabove mentioned, for discipline and training, and not as a modification of the original sentence. And for this purpose it shall be deemed and taken that said court in which such conviction was had has retained jurisdiction for the reinstatement of said cause for the purpose of hearing without a jury the petition and adjudication thereupon in this section contained. And a like proceeding shall be had under this section and like orders made as in the case of transfer to the penitentiary, with the exception that the order shall name the institution to which such person is transferred from the penitentiary, with the same powers and jurisdiction in the court and the term of imprisonment in such institution transferred to shall not exceed the term provided for in the original sentence under which prisoner was convicted and sentenced. His or her imprisonment shall be regarded as having commenced at the time of entering the penitentiary. Such order of transfer shall be final. Such prisoner, upon the written requisition of the Department of Public Welfare may, at any time, be returned to the penitentiary for the further service of such term of imprisonment.

§ 13. It is expressly provided that transfer from an institution to a reformatory or penitentiary or from the reformatory to the penitentiary or from the penitentiary to the reformatory or other correctional institution shall not deprive prisoners or wards therein from parole when, in the judgment of the Department of Public Welfare, such prisoners or wards should be paroled.

§ 14. It shall be the duty of the State's attorney in the county in which an application for transfer from either of the institutions, reformatory or penitentiary shall be filed, to represent the people and to conduct said hearing for transfer for and in behalf of the Department of Public Welfare, and the fees for such services as are allowed by law shall not be taxed against the person or prisoner sought to be transferred, nor shall the same be paid by the Department of Public Welfare.

§ 15. That an Act entitled, "An Act to revise the law in relation to the sentence and commitment of persons convicted of crime, and providing for a system of parole, and to provide compensation for the officers of said system of parole," approved April 21, 1899, in force July 1, 1899, and all amendments thereto; and sections ten (10) as amended, eleven (11) as amended, twelve (12) as amended, fourteen (14), fourteen-a (14a), fourteen-b (14b), fifteen (15) as amended, sixteen (16) as amended, seventeen (17) as amended, eighteen (18) and nineteen (19) as amended, of an Act entitled, "An Act to establish the Illinois State Reformatory, and making an appropriation therefor," approved June 18, 1891, in force July 1, 1891, and all parts of laws not in harmony with the provisions of this Act, are hereby repealed: *Provided*, that such repeal shall not affect any conviction heretofore had under said laws: *And, provided*, that any person convicted or committed under authority of the Acts or sections specifically repealed in this section, or under any other section, at the election of such person, may, with the consent of the Department of Public Welfare, receive the benefits of this Act.

APPROVED June 25, 1917.

### PEORIA STATE HOSPITAL TO OWN SWITCH TRACK.

Negotiations have been completed for the purchase by the State from Sholl Brothers of a switch track which connects the Peoria State Hospital with the railroads of Peoria. This purchase will close a controversy of twenty years standing.

The Peoria State Hospital stands on a hill. Before it was located there, Adam Sholl built a railroad track from the bottom of the hill to coal lands he owned near the top. The track was used to bring coal out to the railroads. When the Peoria State Hospital was located, Mr. Sholl made a contract with the institution whereby it could haul to the top of the hill all classes of freight except coal. The effect of this contract was to give Mr. Sholl a monopoly of the coal business of the State hospital. Since that time various means have been used to invalidate this contract. To make a long story short the Supreme Court finally declared the contract valid and decided that the track was private property and not a common carrier.

Surveys of that section of the country revealed the fact that there was no other route from the bottom to the top of the hill which could be used by the State without tremendous expense.

The State Board of Administration, before it went out of existence, instituted condemnation proceedings in the Peoria Circuit Court and the cause was heard. The verdict was not satisfactory and the award was not accepted.

When the Department of Public Welfare came into being, negotiations were resumed on another basis. The State pays for the property the amount of money appropriated by two succeeding Legislatures for that purpose, namely \$35,000 and gets possession of the property without any strings. Sholl Brothers who own large tracts of coal lands adjacent of this track are given the right to haul out this coal over it at a fixed compensation per ton.

For nearly four years the Sholl mine has been out of business and the State has had to purchase from other dealers. An injunction however prevented the State from hauling the coal to the power house over this tract. Teams and auto trucks have been pressed into service and the State has been paying as much as 70 cents a ton for haulage. The haulage bill has run as high as \$11,000 a year. This expense will be cut off now and will be saved except for the small switching charge. While the negotiations have been pending since the first of the year the owners of the track have given the State the right to use it to haul coal.

### COMPULSORY EDUCATION OF BLIND AND DEAF.

The last General Assembly passed an act providing for compulsory attendance of blind and deaf children upon schools equipped to give them special instruction.

Such an act has long been needed in this State. The new law makes it mandatory upon parents or guardians to place such defective children either in State institutions provided for the instruction of deaf and blind children or in private institutions organized and equipped to furnish the required instruction.

If parents and guardians fail to do their duty in this respect the County Court is directed to exercise its power to send children to State institutions and the county must defray the expenses of travel and clothing, if the parent or guardian is unable to do so.

For the enforcement of the act, responsibility is placed upon judges of the County Court, State's attorneys, truant officers, boards of education, city and county superintendents of schools.

The State Department of Public Welfare having charge of the State schools for blind and deaf has called attention of these authorities to the equipment which the State has at Jacksonville and has offered to cooperate with them in enforcing the act.

The following letter which concludes with a copy of the law has been sent to all County Courts, all State's attorneys, all truant officers, all city and county superintendents of schools:

We desire to call your attention to the act of the last General Assembly, making it mandatory upon you to see that blind or deaf children of your community are sent to a school, public or private, which is specially equipped to give them an education.

The object of this letter is to notify you that we are anxious to cooperate with all local officials charged with the enforcement of this law and that the Illinois School for the Blind and the Illinois School for the Deaf, both at Jacksonville, have plenty of room to accommodate the blind and deaf children of the State, between the ages of eight and eighteen.

These schools will be glad to furnish information you may desire or that any parent or guardian may wish respecting facilities, accommodations and the like. The location of these schools is nearly ideal, affording delightful and wholesome environment and example for such children.

They are in charge of superintendents who have had long training and experience in teaching the blind and deaf and the corps of teachers is competent. In fact, both schools stand very high among the special schools of this country. We believe that a State school, backed by the State and with a long honorable record for results, where numbers of pupils make it possible to provide the most competent teachers and facilities, should appeal to parents or guardians as the very best in which to place blind or deaf children for education.

#### *AN ACT to make provision for the education of deaf and blind children.*

**SECTION 1.** *Be it enacted by the People of the State of Illinois represented in the General Assembly:* It shall be the duty of every parent, guardian or other person, having the control or charge of any child in this State between the ages of eight and eighteen years, who is deaf or blind, or whose hearing or vision is so defective as to make it impracticable to have such child educated in the ordinary public schools of this State, to send such child to some school under private or public supervision, where special provision is made for the education of the deaf or blind; if there be such a school within the county where such child resides, then such child may be sent thereto, but if not, then to some other convenient school of that character, within the State or to the Illinois School for the Deaf, or to the Illinois School for the Blind, at Jacksonville: *Provided*, that nothing herein shall require a child not physically or mentally competent to be educated, to be so sent.

§ 2. In cases where such parent, guardian or other person having the control or charge of any such child who is deaf or blind, or whose hearing, or vision is defective, as aforesaid, is unable financially, to furnish such child with transportation or the proper and necessary clothing, the County Court of the county in which such child resides, or in which it may be found on the application of any citizen of the county, may make an order directing such child to be taken to such school as the parent, guardian may prefer, or if no preference be so expressed, then to such school as the court may deem for the best interest of such child, and for the furnishing of transportation for that purpose, while transportation shall include a proper custodian, preferably the parent or guardian, and also for the furnishing of suitable and proper clothing, if that be necessary, which expense shall be advanced by the sheriff of the county, and allowed by the board of supervisors on his bill properly vouchered, which order may also include an allowance for the return of such child at suitable intervals.

And, further, such County Court is empowered in cases where such parent, guardian or other person having such custody fails or neglects to perform the duty herein imposed, to enter upon a summary hearing on due notice, on complaint of any citizen of the county, and to make an order directing such sending, which order may be enforced by attachment or contempt proceeding, or by judgment and execution, or other civil process.

*And, further, the duty of seeing that this law is enforced is placed upon the truant officer, of the school district, where such a one exists and also upon the State's attorney of the county where such child resides.*

§ 3. Any person who shall come within the above requirements, and who shall wilfully fail, neglect or refuse to send any such deaf or blind, child, or child with defective hearing or vision, as aforesaid to some suitable school under private or public supervision, where special provision is made for the education of the deaf or blind and which child is physically mentally competent to be educated, shall be deemed guilty of a misdemeanor, and shall be fined not less than five dollars nor more than twenty dollars for each offense, and may be committed until fine and costs are paid.

## ENCOURAGING VOLUNTEER WORKERS.

The Department of Public Welfare is encouraging volunteer workers to enter the service of its various divisions. Some excellent results have been obtained in Chicago where several very promising applicants are being given trial in the division of the criminologist. The Department would be pleased to receive suggestions along this line. There is splendid opportunity for volunteer workers and it is desired to make use of them to the greatest possible extent.

## NEW MAINTENANCE REGULATIONS IN ILLINOIS.

Nearly all State institutions of the charitable, correctional and penal class furnish maintenance to employees as a part of remuneration. But the term maintenance has always been a bug bear to institution authorities. It has been considered wiser for employees to live in the institution than on the outside, consequently the amount of cash allowed to an employee, entitled to maintenance but preferring to live outside, has been less than he could maintain himself upon; thereby was discouragement to living off the grounds. Until recent years institutions made poor and limited provision for their employees. Conditions are much better now and will improve rapidly as the employee's rights are given proper consideration.

But where employees are entitled to maintenance for families there has always been dispute as to the content of a family. Superintendents have made it possible for their married children and their unmarried but self supporting sons and daughters to get a large part, if not all, of their meals at the institution. It has been customary to permit superintendents to enjoy many luxuries at the expense of the State which the taxpayer should not be called up to provide.

In very recent years there has been a gradual withdrawing of these luxuries and the disposition everywhere is to set a cash salary for superintendent and staff officers and require them to maintain themselves just as they would if they were engaged in private business or the practice of a profession on the outside.

Here in Illinois the Department of Public Welfare has undertaken to more clearly define the limits of maintenance. In so doing it has taken one more step towards that time when this class of officers of institutions will be paid cash salaries and required to furnish their own maintenance even to rental of residence, which preferably should belong to the State.

Attendants, nurses, guards and similar employees should be housed in special buildings. Physicians should have cottages on the grounds, receive cash salary and furnish their own maintenance. Heat, light and water properly could be supplied by the institution at cost.

The new regulations covering maintenance, issued by the Department, do not go this far but are an advanced step. They are as follows:

EFFECTIVE: February 1, 1918.

### DEFINITION OF "MAINTENANCE."

The following definition of the term "Maintenance" in determining the annual salaries, wages and allowances of officers and employees of the State institutions, controlled by the Department of Public Welfare, will be observed by all officers and employees.

## MAINTENANCE OF OFFICERS AND EMPLOYEES.

Managing officers, wardens, general superintendent, assistant managing officers, deputy wardens, assistant superintendents, resident physicians and assistant physicians in the charitable and correctional institutions will be allowed maintenance for themselves and their families.

## FAMILY.

The term "Family" shall be construed to include only a wife and minor children. For members of families and their visitors, other than "wife and minor children" officers and employees will pay \$7 per week for each maintained at the expense of the State. The head of the institution is hereby directed to make deductions in the monthly pay of officer or employee covering the \$7 per week referred to, or if the compensation is fixed by an appropriation act of the General Assembly the cash is to be remitted to the State treasury with the miscellaneous collections.

The question of residence or nonresidence of officers and employees, excepting where it is expressly provided for by statute will be determined by the managing officer, warden or general superintendent of the institution.

## COMMUTATION FOR BOARD AND LODGING.

Commutation for quarters and meals where accommodations are not available in the institution, which fact shall be determined by the head of the institution, will be given at a valuation of \$12 per month; on a basis of \$3 for each meal per month and \$3 for lodging per month. Commutation will only be allowed where it is impossible for officers or employees to obtain meals and lodging at the institution. This rate of commutation is limited by appropriations made by the last General Assembly.

## LAUNDRY.

Officers and employees residing within the institution will be entitled to the number of pieces provided in the laundry schedule approved by the managing officer, warden or general superintendent. Officers and employees lodging away from the institution, except medical officers and ward employees who are directed to wear washable uniforms, shall not be entitled to the use of the laundry.

## SUPPLIES AND PRODUCTS.

Supplies or products of the institution are not to be sold to institution officers or employees unless by permission of the Director of Public Welfare, and in no event will these officers or employees be entitled to purchase them for members of their families, visitors or friends. Managing officers, wardens and general superintendents will be permitted to draw supplies necessary for the entertainment of State guests and State officials. Where resident officers are allowed, under authority of the law or by permission of the Director of Public Welfare, to draw supplies from the institution, as a part of their maintenance allowance, the total value of such supplies shall not exceed each month an allowance to be fixed by the Director.

## EXISTING ALLOWANCES.

Existing cash commutation allowances in lieu of quarters and meals for officers and employees now in the service, paid in excess of the allowances shown in this order are not to be decreased, but the allowances shown herein will be effective for all new officers and employees entering the service of the State or changing their classification in the civil service.

The cash allowance for commutation in lieu of quarters and meals for officers and employees of the Illinois State Penitentiary and the Southern Illinois Penitentiary will not be in effect until the General Assembly provides appropriations to pay such allowances.

Managing officers, wardens and general superintendents will furnish copies of this order to heads of all departments, also to storekeepers and other officers issuing supplies or institutional products.

All orders and rules in conflict with this order are hereby rescinded.

## ABOLISHING THE NOON STAFF MEETING.

The State hospitals of Illinois have abolished the noon staff meeting. Such meetings are an old institution. They are held in state hospitals throughout the country. In Illinois the State hospitals have been holding two staff meetings daily. The first one convened in the morning for the presentation of cases. The second occurred at noon for reports from physicians of ward conditions.

For some time there has been justified criticism that the noon staff meeting was superfluous, a waste of time and accomplished nothing constructive. Tab has been kept on physicians and on time actually consumed by the noon meeting and it has been found that in practice the noon meeting has cost each physician an hour per day though the meeting itself may have occupied only thirty minutes.

The Department of Public Welfare very promptly decided to make a change in this matter.

Dr. H. Douglas Singer, its alienist, outlined a system to take the place of the noon meeting. It was tried out for a month or more at the Elgin State Hospitals where defects were corrected before it was extended to other institutions.

Discussion of hospital conditions in general and in particular should be included in the clinical staff meeting and in special meetings during the week when a more or less formal program relating to physicians' duties and the welfare of patients and the institution should be submitted.

The outline for the substitute for the noon staff meeting as prepared by Dr. Singer and now in operation is as follows:

(1) Hitherto it has been the custom in most of the institutions to hold a special daily staff meeting at which are reported various incidents upon the service of each member of the staff.

(2) In order to be able to make these reports it has been necessary for each physician to make some notes during his visits to the wards for the purpose of reminding him of what he wishes to report.

(3) While these details were then dictated and typewritten for the daily report they frequently failed to be entered in the medical notes of each individual patient and yet they presumably represent more or less important facts in the course of the illness.

(4) The staff meetings held for this purpose entail a very considerable loss of time on the part of the physicians which could be better employed in the more active work of the hospital.

In order to simplify the procedure and obviate the loss of time it is recommended that the following system be adopted at once:

(1) Each member of the staff will carry with him on his rounds a pad of blanks, a sample of which is attached. Upon these he will note the facts he wishes to report and will place a check against the appropriate subject heading as an indication of the nature of the report. These will take the place of the notes he has been in the habit of making to refresh his memory and will be made on the spot.

(2) The blank can be used for any kind of report including the making of a progress note upon any given patient, the occurrence of acute sickness, a recommendation for transfer (always state the reason), the details of an injury, or some administrative detail such as leaking radiators, in sufficient nurses, etc.

(3) These blanks will be turned in to some central clerk or stenographer at a stated hour. The contents, classified according to the nature of the report as shown by the check, of all except progress notes and requests for special treatment, will then be typewritten to form the daily report for the use of the superintendent and as a record.

(4) All reports concerning particular patients will also be entered by the stenographers upon the medical notes of the individual patient without further action of the physician.

(5) Where injuries are reported the proper blanks will be made out by the stenographer from the report turned in and submitted to the physician for his signature, at which time he can also fill in the graphic chart.

(6) The noon staff meetings will be abolished.

(7) If it is deemed necessary for the various members of the staff to be informed of the happenings throughout the hospital a copy of the daily report can be posted in the staff office.

(8) Emergencies and special consultations will be dealt with without taking up the time of members of the staff who are not concerned. Such will, of course, call for action independent of the above routine.

(9) Experience with this system in one hospital has demonstrated that the daily reports can be made out more promptly and that the saving of time for the staff is very considerable.

\*THE BLANK TO BE USED BY PHYSICIANS.

Name.      Ward.      Date.

Name.      Ward.      Date.  
Critically ill  
Sickness  
Symptoms  
Transfer  
Injury  
Assault  
Suicide  
Escape  
Parole  
Discharge  
Death  
Administrative  
Progress note  
Request for treatment.      Signed.

## CONTRACT ALMSHOUSES ILLEGAL.

The contract almshouses of Illinois have never had a legal right to exist. The county boards have had no authority to lease the care of the poor on the per diem per pauper system. The "Contract Almshouse Bill," Senate Bill 365, forbade the contract system. Several counties, it is reported, ignored the new law. One county board appealed to the Attorney General for an opinion on the legality of an old contract. The Attorney General's opinion reveals the fact that the pauper act of 1874, under which the almshouses are operated, does not give to any county board the authority to lease the farm to an agent or keeper and pay board for the care of the inmates.

The contract almshouse bill of the last Legislature is an amendment to the pauper law of 1874, but does not change the law. But it does state definitely the position of the General Assembly. "It is my opinion," State's Attorney General Edward J. Brundage, "that the said proviso does not change the law as it theretofore existed but that it is merely declaratory of the meaning of the statute as it already existed and may be said to have been passed for the purpose of removing all doubt and making that meaning clear."

The contract almshouse bill has fulfilled the purpose for which it was passed, the elimination of twenty-three disgraceful institutions and a vicious system. While it appears that the bill was not the legal aid essential to the abolishing of the contract system it proved to be the means of bringing out clearly the fact that the contract almshouse has no legal right to exist. The opinion of the Attorney General will result in the complete elimination of the contract system.

His opinion follows:

(Paupers—Contracts by county boards for maintenance of.) *December 21, 1917.*  
*Hon. Blaine Huffman, State's Attorney of Lawrence County, Lawrenceville, Illinois.*

DEAR SIR: In your letter of December 6, 1917, you call my attention to a contract made by your county board with the keeper thereof for the occupancy of the county poor farm and the payment by the board of a fixed price per day for the board and care of each inmate. With your letter of the 18th inst. you have sent me a copy of the bond securing the performance of said contract, which seems also to include the contract itself. The essential provisions of this contract appear to be as follows:

That G. D. Osborn was duly appointed overseer and manager of the county farm of Lawrence County for a term of two years, three months and four days beginning the 11th day of December, 1916, thus expiring on March 15, 1919; that it was agreed between said Osborn and the board of supervisors of said county that Osborn shall reside continuously at the said county farm during the term of the contract and shall supply the inmates thereof and bury the dead at his own expense; that if said keeper shall have been discharged by the supervisors of said county for good and sufficient reasons, he shall forfeit all growing crops off said farm; that in consideration for the board, washing and care of inmates of said farm, the keeper aforesaid shall receive forty-five cents per day for each inmate assigned to the county farm, the same to be paid quarterly; that said Osborn shall do all whitewashing on buildings at said farm thought necessary by the authorities, shall haul out and distribute all manure that may accumulate, shall mow and keep the fence rows clear of weeds and brush, shall sow timothy and clover as indicated by the county farm committee, and shall not pasture or plow the same unless by leave of the said committee, and shall not build cross fences as may be determined by the committee, all of said work to be done by said Osborn free of charge; that the county shall furnish lime, seed and material necessary for said work, said Osborn to furnish his team free of charge to haul all necessary fuel; that the county farm committee shall have full power to direct as to the crops to be grown on said land and rotation thereof, and that all straw shall be reserved for the use of the farm by the keeper or his successor.

It does not appear from this contract whether Osborn receives the crops and income from the farm, but your letter of the 6th inst. indicates that he does.

You call my attention to Senate Bill No. 365, being an act amending section 28 of the law relating to paupers, (Laws of 1917, p. 638), and especially to paragraph (3) of said section 28 as amended, which reads as follows:

"(3) To make all proper rules and regulations for the management of the county poor house and poor farm and of the inmates of the poor house: *Provided*, that no such poor farm shall be let or rented upon the principle of the highest bid for the use of the land and the lowest bid for the maintenance

of the county charges or upon any plan which may tend to the detriment or neglect of the inmates or the waste or deterioration of the property, but shall be conducted by the county only through its officers, agents or representatives." You inquire as follows:

"How does this affect the contract which the county now has with the present keeper? Can the county board proceed to make the change of management and if they are unable to agree with the present keeper upon a satisfactory salary, can they ignore the contract with him and place a new keeper in charge? What effect does the last act have on the present contract which the county has with its keeper? In case no agreement is reached with the keeper now in charge and a new one is secured, can the man now in charge recover on his contract?"

The powers of the county board relative to the care and support of paupers at the county poor farm or poor house, under the law in force on December 11, 1916, the date of said contract are included within section 28 of chapter 107, Hurd's Revised Statutes, 1915-16, such powers being as follows:

"To acquire in the name of the county \* \* \* land upon which to erect and maintain a county poor house and other necessary buildings in connection therewith, and for the establishment and maintenance of a poor farm for the employment of the poor, and to erect and maintain such buildings and establish and maintain such farm \* \* \*." [Paragraph (1)].

"To make all proper rules and regulations for the management of the county poor house and poor farm and of the inmates of the poor house." [Paragraph (3)].

"To appoint a keeper of the poor house and all necessary agents and servants for the management and control of the poor house and farm and prescribe their compensation and duties." [Paragraph (4)].

"To make all proper and necessary appropriations out of the county treasury for the purchase of land and the erection of buildings as authorized by this act, and to defray the expenses necessary in the care and maintenance of the same and for the support of the poor, and to cause an amount sufficient for said purposes to be levied upon taxable property of the county and collected as other taxes." [Paragraph 7.]

There is no provision in said section 28 empowering county boards in counties having poor houses to let a contract for the support of the poor in connection with such poor house. The powers above enumerated places the duty upon the county board through its officers, agents and servants to care for, manage, control, maintain and support paupers at the poor house and in the performance of such duties, the board is authorized to appoint a keeper, and necessary agents and servants, and fix their compensation. A contractor who agrees to board and care for inmates at a fixed per diem charge per inmate, or who agrees to support and maintain the inmates for the use and income of the farm, is not a keeper, agent or servant within the meaning of the provisions of said section 28. It will be noticed also that the county board is given power to appoint a keeper, and necessary agents and servants and to prescribe their compensation, and not to contract for maintenance and support and for a virtual lease of the county farm and property.

In sections 21 and 22 of said chapter 107 it is provided as follows:

"§ 21. Where the county has not a poor house at which its poor are supported, the overseers of the poor of the respective towns or precincts shall commit the care of such poor persons as shall require to be supported by the county or by the town to some moral and discreet householders in the town or precinct of sufficient ability to provide for them, and who will enter into a written contract with the county, (or, if the poor are supported by the town, with the town) therefor upon such terms and conditions as may be approved by the county board or boards of town auditors, as the case may be."

"§ 22. Every person to whom the care of the poor of any town or precinct shall be committed, shall execute to the county (or town, as the case may be), a bond, with such security as the county board (or board of town auditors, as the case may be), shall require, conditioned that he will treat every poor person committed to his care with humanity, and afford him the necessary attention and comforts of life suitable to his condition, and that he will fulfil his said agreement for the keeping of such poor according to the true intent and meaning thereof."

There is no corresponding power given to county boards where a county poor house or farm has been established, and it is clear that it was not intended that the county farm should be turned over to a contractor or lessee or that the inmates should be supported under contract. If the Legislature had so intended, a provision authorizing such action and requiring a bond would have been inserted in said section 28.

The county board may exercise only such powers as are expressly given by law, or such as arise by necessary implication from the powers granted, or are indispensable to carry into effect the object and purpose of their creation. *Marsh v. People*, 226 Ill., 464, 470; *County of Cook v. Gilbert*, 146 Ill., 268; *Millikin v. County of Edgar*, 142 Ill., 529.

I am of the opinion that the county board had no power to enter into the contract in question, and that said contract is therefore void.

But even if a contract of the kind is within the power of the county board, in my opinion the contract in question is not in force and effect at the present time. Supervisors are elected for a period of two years, (par. 143, ch. 139, Hurd's Rev. Stat., 1915-16), and the terms of one-half of the members expire annually. The board has power to levy taxes for the support of paupers, but this power is required to be exercised annually. In contemplation of law there is a new board of supervisors every year, the terms of the new members beginning upon their taking the oath of office within ten days after they shall have been notified of their election (par. 85, ch. 139, Hurd's Rev. Stat., 1915-16), and the first regular meeting is required to be held on the second Monday in June of each year (par. 50, ch. 34, Hurd's Rev. Stat., 1915-16). The terms of one-half of those who were members of the county board on December 11, 1916, expired in April, 1917, and there was a new county board not later than the second Monday in June, 1917.

In *Millikin v. Edgar County*, 142 Ill., 528, the county board of Edgar County employed a superintendent of the poor house and farm for a term of three years, from and after the first day of May, 1889. The board on March 6, 1890, discharged said superintendent and ordered him to vacate the poor farm and refused to allow him to continue further to perform the duties of superintendent. The court held the contract invalid and that the superintendent could not recover. At page 532 of its opinion the court said:

"Reliance is placed in the last part of section 28 of chapter 107 of the statute, set out above, as authority for the making of the contract by the board. That clause of the statute does not in terms impose a limit as to the time for which the keeper of the poor house may be appointed by the board, but in placing a construction upon it, it must be construed in view of and in connection with other provisions of the statute relating to the powers of the board. At the time the contract was attempted to be made, the members of the board of supervisors were elected annually. Each member held his office for the term of one year, and no longer. The board was clothed with authority to levy taxes to raise funds to support paupers, but this power was required to be exercised annually. In view of these provisions of the statute it would be an unreasonable construction of the statute relied upon, to hold that the Legislature intended to clothe the board with authority to enter into a contract with a keeper of a poor house, to run for the term of three years. If the board had the power to enter into a binding contract of this character for three years, no reason is perceived why it might not make a contract for five or even ten years, and if this could be done, the hands of succeeding boards would be tied and their powers taken from them. If this important power, the supervision of the poor farm and the care of the unfortunate, may be so far delegated as was attempted in this case, the county might be deprived in a great measure, of one of the most important affairs entrusted, to its care and supervision. The statute should not receive a construction which might lead to such disastrous results, unless the language employed would admit of no other reasonable interpretation."

In view of the provisions of said section 28, and the decisions of the courts in the cases above cited, I am of the opinion that even if it had the power to make such a contract, which I do not think it had for the reasons above set forth, the county board had no power to enter into a contract for the term as fixed in the contract in question, or for any term substantially beyond ten days after the April election of the year following the date of the contract, and that the said contract is not now in force and effect.

The above conclusions have been reached without consideration of the effect of the amendment of 1917, which adds the proviso to paragraph (3) of the law, said paragraph as amended being hereinabove set forth. It is my opinion that the said proviso does not change the law as it theretofore existed but that it is merely declaratory of the meaning of the statute as it already existed, and may be said to have been passed for the purpose of removing all doubt and making that meaning clear. Lewis Sutherland Statutory Construction (2d ed.) secs., 329, 330; 36 Cyc., 1222; 26 Am. & Ency. of Law, 529.

It follows, therefore, that your county board may proceed to make a change of management and if they are unable to agree with Mr. Osborn, the present keeper, upon a satisfactory salary, they may ignore the said contract and place of management and if they are unable to agree with Mr. Osborn, the present on said contract.

Very respectfully,

EDWARD J. BRUNDAGE, Attorney General.

## MEETING OF STATE HOSPITAL MEDICAL MEN.

The fall meeting of the State Hospitals Medical Society was held November 22 and 23, 1917, at the Lincoln State School and Colony, with all the institutions in the mental group represented by medical men. The program as of a high order and the papers brought out animated discussion. The program was as follows:

"Welfare Report of Discharged Cases," Dr. Frederick A. Causey, Watertown State Hospital.

"Myoclonic Epilepsy," Dr. E. C. Pratt, Kankakee State Hospital.

"A Plea for Early Commitments to Correctional Institutions of Delinquent Children, and an Indorsement of Industrial and Vocational Training in these Institutions," Dr. Esther H. Stone, the State Training School for Girls, Geneva.

"Prognosis in Borderland and Doubtful Cases of Mental Deficiency," Harrison L. Harley, Ph. D., Psychologist, Division of the Criminologist.

"Carrell-Dakin Treatment of Infection with Report of Cases," Dr. S. W. McElvey, Peoria State Hospital.

"The Duties of a Staff Physician," Dr. A. G. Hamilton, Anna State Hospital.

"The State Hospital Doctor," Dr. J. K. Pollock, Elgin State Hospital.

"The Value of Stigmata of Degeneracy in the Diagnosis of the Feeble-minded," Dr. C. R. Lowe, Lincoln State School and Colony.

"Remarks on Types of Irregular Action of the Heart," Dr. S. N. Clark, State Psychopathic Institute.

## A FARM AND GARDEN CONSULTANT.

The last General Assembly made provision for a farm, garden and dairy consultant in the Department of Public Welfare, at a salary of \$3,600 per year.

The Department has appointed, effective January 21, Mr. Charles T. Hoblit to this position.

Mr. Hoblit has been in the State charitable institution service for a number of years as chief clerk. For two years he has been filling this position at the Jacksonville State Hospital. In these years he has always been interested in the farm and garden work of the institution and to him much credit is due for some excellent results. His appointment is in tune with the general policy in State institutional service to promote those who have made good.

The announcement of his appointment sets out his duties in the following terms:

It will be his duty to ascertain the areas devoted to farm, garden, dairy, poultry and other stock; to ascertain the needs of the various institutions, the soil conditions, etc., and after consulting with the Department of Agriculture and the county advisors, to make recommendations to the managing officers in regard to all matters pertaining to the above subjects, including a system of cost accounting.

While Mr. Hoblit will not interfere with the authority of the managing officers, it will of course be advisable to permit him to work directly with the department chief.

He is to receive board and lodging while at the institution.

The State of Illinois, at its various institutions, is possessed of approximately 11,000 acres of good standard farm land, and this Department desires to operate this land so that we may obtain therefrom the maximum amount of food products, and at the same time make State farms models for the surrounding communities.

## MISS HINRICHSEN EXECUTIVE SECRETARY.

In the State civil service examination for the position of Executive Secretary of the Board of Commissioners of Public Welfare, Miss Annie Hinrichsen was the only one to make the required passing grade. She has been certified to the place and has entered upon her duties.

Miss Hinrichsen entered the State service three years ago as inspector of institutions in the State Charities Commission.

When Mr. Bowen was made Superintendent of Charities in the Department of Public Welfare, the place as Executive Secretary of the Welfare Commission was left vacant. Miss Hinrichsen was appointed pending the civil service examination which was held in December. The examination was prepared and conducted and the papers marked by Mr. William T. Cross, secretary of the National Conference of Charities and Miss S. P. P.

Breckenridge of the Chicago School of Civics and Philanthropy and the University of Chicago.

Miss Hinrichsen is a native of Morgan County. In Jacksonville she took a leading part in all philanthropic enterprises and for a time was engaged in newspaper work. She has written extensively for newspapers and magazines.

As inspector of institutions her work attracted attention all through the country. Her survey of the jails and almshouses of Illinois and her campaign before women's clubs, civic organizations and official bodies for improvements in these institutions made marked progress.

She spent a year in studying the records of crime in the various counties of the State, inaugurating the first work in criminal statistics undertaken in any state in the union.

## WILL TRY EVAPORATION OF FRUITS AND VEGETABLES.

Several experiments at the State institutions last fall convinced the Department of Public Welfare that success may be had on a large scale in evaporating fruits and vegetables which will be grown next summer on the farms and gardens of the institutions under its direction.

Accordingly all have been notified to give this subject careful attention and to prepare to adopt the most approved methods. Canning vegetables requires much time and experience. Drying certain vegetables is comparatively simple.

The bulletins of the Department of Agriculture on this subject have been distributed. What has already been done in this line has been explained to all the institutions.

## MORGAN COUNTY TUBERCULOSIS HOSPITAL.

Morgan County will have the largest county tuberculosis hospital in Illinois.

Oak Lawn Retreat, for forty years a private sanitarium for the care and treatment of nervous diseases, has been purchased by the county for use as a tuberculosis hospital.

It is just outside the city of Jacksonville.

The institution was, for many years, considered one of the most beautiful in the United States. It was built in the early seventies by Dr. Andrew McFarland, former superintendent of the Jacksonville State Hospital. Architecturally, it was planned as a reproduction of Melrose Abbey. It stands in a large park of oak trees on a slight rise of ground. It is of brick, two stories in height, with a deep basement. The present capacity is fifty patients. It will be remodelled to accommodate nearly three times that number. There are sixty acres of land in the grounds.

The work of remodelling and equipping the institution began February 1. Forty thousand dollars a year will be available for the maintenance.

Jacksonville was one of the first cities in Illinois to organize an anti-tuberculosis society, to open a tuberculosis clinic, to employ a visiting nurse and a school nurse, to maintain medical inspection of the public schools. It was the first city outside of Cook County to establish an open air school for tubercular children. Immediately after the Glackin law authorizing the municipal tuberculosis sanitarium tax went into effect the city of Jacksonville voted this tax. In 1916 the county voted the county tax.

The new hospital will be ready for patients early in the spring.

## DEATH OF HONORABLE ETHAN A. SNIVELY.

A long and useful career in the service of the State was terminated on October 22, 1917, when Ethan Allen Snively died at his home in Springfield, Illinois, after a brief illness.

For over thirty years he devoted his whole time and remarkable talents to a study and proper administration of official duties, which came to him either by election of the people or by executive appointment.

As Clerk of the Supreme Court his splendid abilities found a wide field in which to be exercised, and in his conduct of that office he justly earned the confidence and esteem of the people of Illinois by the manner in which he administered the trust reposed in him.

He became a member of the Board of Pardons when that branch of the State Government was organized in 1895 and continued in that capacity for sixteen years. He gave the office his closest attention and its intricate questions the most profound study. Unto him, more than anyone else, is due the credit for the development of a system of parole in this State which has passed the severest tests, and which stands conspicuous to-day, as one of Illinois' most humane, and comprehensive legislative enactments.

After his retirement from the Board of Pardons and Paroles, he generously gave his successors in that work the benefit of his long experience and mature judgment, greatly assisting them in the efficient performance of their duties.

As a token of their appreciation of Mr. Snively as a man, and of his long and valuable services to the State, the Department of Public Welfare, which, under the Administrative Code, now administers the pardon and parole law, adopted the following resolution under date of October 22, 1917:

The Department of Public Welfare of the State of Illinois, has learned with deep regret of the death of Hon. Ethan Allen Snively. He was a member of the first State Board of Pardons—now a division of this Department. In his long experience in that important and far-reaching work he displayed broad and comprehensive views of the plans, purposes, and ultimate scope of the parole principle, bending his energies all the while towards making its application as humane and practicable as legislative agencies could render it.

Throughout sixteen years of service on that board, he performed his duties with zeal, and yet with due conservatism; with fearlessness, and yet with mercy; and with such strict impartiality and eminent fairness that no suspicion was ever cast upon any of his acts.

As a member of the board of pardons, as in other official positions, Mr. Snively was faithful, loyal, efficient, always rendering to the State the best that was within him.

In his death this Department has suffered a distinct loss in that it has been deprived of his valuable counsel and cordial cooperation in the administration of the pardon and parole work; and through its special committee the Department extends to the wife and son its expressions of sincere sympathy in their sorrow and bereavement.

(Signed) JAMES E. MCCLURE,  
Assistant Director.

JOHN L. WHITMAN,  
Superintendent of Prisons.

WILL COLVIN,  
Superintendent of Pardons and Paroles.

## AN OFFICIAL HOSPITAL CREED.

The managing officer of the Kankakee State Hospital, Dr. Eugene Cohn, has adopted an official institutional creed for the guidance of employees.

This creed, a copy of which is presented to each employee on entering the service has attracted much notice. It has been published in Modern Hospital and the Manhattan State Hospital in New York City, the largest hospital for insane in this country, recently wrote for permission to adopt it as the creed of that institution.

The creed is original and very much out of the ordinary and as such is worthy of publicity. It can not help having a good influence on the new employee, because it presents the seriousness of his new work in striking and gripping style.

This creed reads as follows:

### OUR INSTITUTION CREED.

When you became an employee of the Kankakee State Hospital you became a member of our official family. We feel that our family is respectable, loyal, and efficient, and we trust that you will be likewise. We consider you as such in every way unless you are proven otherwise. We have confidence in you and expect that you will be worthy.

The management of this institution will be *fair* to you, therefore be fair to it.

Our institution is like a great machine, made up of many parts. We are each of us one of the parts. Just as a machine is not apt to run smoothly when any of its parts are out of commission, just so our institution's efficiency is apt to suffer when any of its employees fall below the *proper standard*.

We believe that the best guide for the proper performance of our duty is our *conscience*. An employee whose conscience cannot be appealed to is not worth having.

Our positions constitute a *real trust* imposed by the people of the State, and we should prove by the quality of our service that we are *worthy of such trust*.

We should not do, either within or without the institution, anything which may *cast a reflection* upon the good name of our official family. The misconduct, carelessness, and mistakes of any one of us are apt to reflect unfavorably on all.

We strictly believe in *temperance*. We believe that drunkenness on the part of an employee at any time or any place is a serious offense and will not be tolerated under any circumstances. A drunken man is irresponsible and untrustworthy.

*Our patients* are the unfortunate brothers and sisters, husbands and wives, sons and daughters of our fellow citizens of Illinois and are just as dear to their kin as our own are to each of us. Therefore, *never mistreat* a patient either by word or deed. Unkind words often hurt more than blows. It is just as easy to use kindly words as unkindly ones. To our unfortunate charges kind words mean a great deal. There can be nothing more wicked than deliberately adding more pain to the life of any one who is helpless and has already sufficient sorrows. *Treat them as you would like to be treated yourself under like conditions.*

We are entrusted with the *taxpayers' money* and we have no right to waste any part of it. The most careful *economy*, consistent with *efficiency*, must be observed in every department. If anything, we should watch over the property of the State even more carefully than we would over our own.

There are many ways in which we can assist in saving money. Hundreds of dollars' worth of wearing apparel, furniture, and other things too numerous to mention are destroyed each year by patients, which might have been prevented by the watchful care of the employee. All departments, but especially our mechanical divisions, should be in every way careful that no new material is used when old material might do as well.

Let us be fair to our official superiors and to our fellow employees. *Do not be a "knocker," be a "booster."* Whenever we "knock" the institution that furnishes us our bread and butter we "knock" ourselves because we are part of that institution.

Let us speak *kindly* of all. Our institution is not big enough to hold the slanderer or the gossip. Whoever tries by malicious means to injure another will find no place here. It is expected, however, and demanded that all matters of importance reflecting upon the good of the service and substantiated by proper proof be reported to the authorities.

The managing officer of this institution is *your friend*, but is not willing to purchase the friendship of any one by being a "*good fellow*," if by so doing he has to neglect his own duty in the protection of the interests of the State. The only "*pull*" that holds good is *faithful and efficient service*.

*When you play, play hard. When you work, don't play at all. There are hours set aside for both.*

*Honesty is always the best policy.* We have no more right to unlawfully take things from the State than from a private individual. In case of distress or need in the family, appeal to the managing officer and he may possibly find means of assistance. Do not sacrifice *self-respect* for the sake of ill-gotten gains.

*Proper discipline* is essential in order to produce good results. We must be obedient to the requests of our official superiors. We must be like soldiers in carrying out orders. When we think injustice has been done we have the right to appeal, but we should appeal only after obeying.

In an institution of this kind *cleanliness* is surely next to *godliness*. *Nothing is clean enough that can be made cleaner.* We cannot tolerate either inside or outside of wards and buildings, anything which is not sanitary. *Uncleanliness means disease and we must prevent disease.*

If we observe all these suggestions we will get along nicely and give satisfaction to the service. We then will be good citizens, as well as good employees, and a credit to our State.

## THE DISTRESS THAT ACCOMPANIES WAR.

War that brings prosperity to so many brings suffering and deprivation to countless others. The problems of local relief have been intensified by the war. The interest of many who have been supporting local charities has been diverted into other fields. Many who have contributed liberally to relief work have transferred these funds to war purposes. Labor has been employed, it is true, but wages in many lines, have not kept pace with the increase in the cost of foods and clothing. The sick and the old who are not affected by increases in wages are just as numerous and their burden upon relief organizations has been heavier by reason of the increased cost of living.

Since the breaking out of the war in 1914, the work of Associated Charities and of scores of charitable enterprises has been rapidly growing harder and harder. With the entrance of our own country upon the battle-field conditions have become even more intense. Difficulty in raising money to carry on work that must not be neglected has become almost insurmountable. Upon all these obstacles has been imposed the severest winter in the records of the government weather bureau. Nothing like it has been known in years. Chicago during January, received a snow fall of four feet accompanied by the lowest average temperature recorded for that month.

Mr. Eugene T. Lies, general superintendent of the Chicago United Charities has set out very vividly the hardships which the poor and the relief agencies have been undergoing. In a recent address he said:

"The first outstanding fact of the last year's work is that the second six months' period of it was carried on during the first six months' period of our country's participation in the great war.

"With industry humming during the whole of the year the average person might have expected that prosperity would have glided over everybody with its magic wand and that, therefore, charitable agencies could lock their doors and throw away the key. Yet our organization was called upon to deal in one way or another with 11,669 families representing 52,011 human beings; the combined population of Bloomington and Elgin. True, this was a 20 per cent decrease over the previous year, but we thought the reduction would be much greater.

"Seven thousand five hundred and seven of these families needed very special and oftentimes prolonged attention through service and relief. In the same year the New York Charity Organization Society had 5,328; the New York Association for Improving the Condition of the Poor, 6,423; the Boston Associated Charities, 3,762; the Philadelphia Society for Organizing Charity, 3,254, and the Brooklyn Bureau of Charities, 5,607 families under special care; thus revealing the fact again that the United Charities of Chicago carries the heaviest load of any organization of its type in the United States.

"Another outstanding fact is that while in our budget for the year we estimated that we should need to spend for material relief not more than \$98,000, we found on September 30 that our relief bill had gone \$30,000 beyond that, or up to \$118,000, which reflects the greater need per family and the tremendous rise in the cost of living, an average of about 35 per cent in twelve months. This rise brought to us many families who otherwise would have pulled through on an independent basis.

"Forty-five per cent of the poor folks in our families were acutely sick (11 per cent more than last year); 19.6 per cent of them had tuberculosis (2.5 more than last year). Illegitimacy we found had increased from 1.8 per cent to 3.1 per cent and nonsupport from 11 per cent to 15.9 per cent, both probably being distinctly war manifestations.

"In practically none of the 7,507 families under care were there able bodied men. There were men in many of them, yes, in 4,317 of them, but they were sick men, hurt men, aged men.

"We are safe in asserting that thousands of families in Chicago in which there is a man at work are at present living below the normal standard because they are facing daily war prices with peace incomes. While many men are enjoying higher pay since the war began, more are not and in the families of the latter is where there is skimping on food and clothing, where there is moving from good quarters to poorer, where this winter there will be shivering and ill shod and ill clad children, where disease may later run rampant, where delinquency may find its culture ground, where hearts will grow sick and courage wane. Such families are on the edge of dependency and looking over. They are on the economic anxious seat, close to despair. They, doubtless, help to swell the ranks of the antiwar forces. Here is an argument for an adequate wage and for proper treatment of those who fall into distress during the war period."

How the war affects those agencies which are organized for the benefit of children and juveniles was set forth by Mrs. Joseph T. Bowen, president of the Juvenile Protective Association of Chicago which has been fighting a hard battle for city legislation for the protection of youth:

"The work of the association," Mrs. Bowen said, "has been largely increased since the war began, for the excitement incident to the war has affected young people and children as well as adults, and this excitement has sown itself in increased delinquency. In one district, within a few days, thirty-eight boys were reported to the association who had bought or stolen firearms with which they held up pedestrians, apparently for sheer adventure. In another district it was reported that it was difficult to keep in good condition any unoccupied building, as such a building would be seized by the boys in the neighborhood and held as a fort, while the attacking party broke every window. This delinquency is doubtless increased by the fact that many fathers are away and that many mothers have to leave their children while they go out to work."

"In addition," Mrs. Bowen continued, "some policemen have been taken off their regular beats. For example, two policemen who had been detailed to the alleys back of some of the newspaper offices have been moved and these alleys are again frequented by young boys. Scout masters have been called to the colors

and boys' club leaders have also gone to the war, so that a large number of boys are left without their usual guidance and supervision.

"The association has tried, every year, to keep in touch with the dance halls and especially with the dances which are given under special bar permits. This year, while not as many bar permits have been issued as usual, the fact remains that the dances given under these permits are just as bad as they have been in former years. During the month of December 30 of these dances were inspected by our officers, from two to seven such officers being present at every dance. It was found that in these thirty dances 602 minors were present and liquor was sold to 297.

"The association has also been much interested in seeing that the Federal law forbidding the sale of liquor to soldiers and sailors was enforced. This is undoubtedly the work of this association, since so many of the sailors who come to the city are mere boys, often 17 and 18 years of age. It has been found that in the thirty dances above referred to seventy-two men in uniform were seen, and sixty-five of these men were intoxicated.

"This investigation of dance halls is largely conducted by volunteers under the supervision of one of the association's regular officers, but there are always certain necessary expenses which count up considerably, every evening, when you consider that sometimes the association has as many as thirty investigators out on a Saturday night.

"It would seem that there could be no more legitimate war work than the protection of the children of the men who are fighting abroad, and if we would have them fight efficiently and with an easy mind we must see to it that their children are protected at home. Delinquency and disgrace in the home are not a good backing for the soldier at the front and if we would keep up the morale of our troops abroad, we must keep up the morale of their families at home."

## A WELFARE REPORT OF DISCHARGED CASES.\*

[By FREDERICK A. CAUSEY, M. D. of the staff of the Peoria State Hospital.]

During the year ending December 31, 1916, there had been discharged from the Watertown State Hospital at East Moline, Illinois, three hundred and forty-nine cases. Of this number seventy-five have again returned to the hospital suffering from subsequent attacks. Ten cases have been transferred to other institutions.

With a view of obtaining data regarding discharged patients form letters were mailed to the relatives. We have attempted to learn how the patients reacted after leaving the institution, if he showed signs of subsequent attacks, if he were self-supporting, and if his relatives considered him recovered. On October 1, we had received replies on one hundred and fourteen of these letters, most of which are embodied in this report. Fifteen cases gave no correspondent on admission, this precludes replies. Twenty-five letters have been returned as unclaimed. The majority of cases in the last two groups belong to the intoxication Psychosis group and included chronic alcoholics and drug habituaries.

With three hundred and forty cases discharged from this institution one would think it would be possible to obtain more material for a welfare report. Many cases live in our own county. Reports we may obtain from some of the patients are not reliable. Some will lie outright. Others will give us no complete account of how they have adjusted themselves. It is only from the relatives that we can procure exact data, and many of these do not reply.

The results obtained by means of this welfare report though far from satisfactory will in time be of some benefit in the further study of mental cases. It represents fairly well

1. What sort of cases will return to us.
2. The average duration of attack in each psychosis.
3. The length of hospital residence required before patients of a certain class may be considered sufficiently recovered to return home, and,
4. The adaptability of each group.

This will guide us in giving a prognosis of each case. On admission relatives very frequently ask the question "How long will he have to stay?" With a good history of the case we are then justified in giving a more or less definite answer. We have such an answer in the welfare report. We

\* Read before a meeting of the Illinois State Hospitals Medical Association held at the Lincoln State School and Colony November 22 and 23, 1917.

note the duration of attack in these cases varies considerably. The longest being the epileptic. These patients no doubt have epilepsy long before mental symptoms manifest themselves. Most defectives have mental disturbances throughout life and it is only after marked symptoms that they are regarded as unsafe to be at large. The psychogenic group is third in the length of duration of attack. Of the recoverable psychoses the intoxication and manic groups have the *shortest* duration.

Among those requiring the most hospital care are the dementia praecox cases. The average in this group is greater than in any other. The averages below the praecox cases arrange themselves in the following order. Defectives, organic brain disease, manic-depressive, allied to manic-depressive, allied to dementia praecox and the psychogenic group, epileptics, unclassified cases and the intoxications.

We have discharged thirty-two cases as recovered. They include the following: manics 13, intoxication 6, defectives 4, unclassified 3, and one each from the allied to manic, simple depression and praecox groups. Of these twenty-eight are still considered recovered. They include eleven manics, four of the intoxication groups, and one each of the praecox, allied manic and simple depression groups.

The results of hospital care is brought out in noting the adaptability of those discharged. There are ninety-three who are getting along *well*. Sixty-nine show no signs of subsequent attacks. There are fifty-one who have adjusted themselves so well that they are now self-supporting.

Fifty-eight who were discharged as recovered are considered so by their relatives who see them daily.

Though there is no hard and fast rule laid down we can safely say that the majority of patients after a more or less definite period of custodial care may be given the privilege of again facing the world and attempting to adjust themselves.

Of those who were discharged and have again returned to us the majority belong to the intoxication groups. The next largest number are the praecox cases and then the defectives.

We are now keeping a record of all discharged cases. We hope to have additional data for the year of 1917 which will be of value to various welfare commissions, social service workers and to the hospital.

I wish to call special attention to a few cases which do not conform to the usual reaction in such cases:

Case No. 2. A young man 30 years of age, a teamster by occupation, gave a history of using both whiskey and beer for nine years. He had made several attempts to quit drinking but had failed. On admission he thought several of his friends were trying to kill him; that every one had a grudge against him. His brother was trying to put him out of the way. He showed marked tremors of the entire body, defective speech, and unsteady gait. No mental deterioration was demonstrated, but the patient's judgment was impaired, for he said he could "stay off" if he wanted to. He freely admitted that he had made several trials, but had not succeeded in mastering the habit. He was diagnosed a case of pathological intoxication. He remained in the institution but two weeks, not long enough to receive sufficient benefit from the treatment. According to his relatives he still drinks to excess, is unimproved physically and shows signs of recurrence of his mental trouble. If he had remained five or six months, I doubt if he would have returned to his old habits. In all probability this was a case of chronic alcoholism.

Case No. 8, was a carriage painter, 54 years old, a chronic user of alcohol for a period of five years. The spree which terminated in his commitment was of one month's duration. He was admitted as a voluntary case, two months prior to being committed; stayed two weeks and left. The treatment received during his short stay did him no good. On admission he was in poor physical condition, had tremors, anorexia, insomnia, etc. He believed his wife was untrue to him, that the neighbors were slandering him, said he was worthless, that he was a drunkard, etc. After a total of nearly six month's treatment he was paroled and has had no recurrence of his in-

cbrity. To all appearances this is a case of chronic alcoholism that has recovered. He has been cured of his alcoholism.

Case No. 29, a bookkeeper, married, 30 years of age, whose mental trouble began at 36, following a fall. He lost interest, didn't think he was able to work, complained of being sick. He lay about the house. He was said to have been a moderate user of beer and whiskey. Physical examination showed an irregular right pupil, anesthesia of the arms and legs, increased reflexes and marked tremors which were general in character. His speech was tremulous, his gait ataxic. Four specimens of both blood and spinal fluid were returned negative. Mentally he showed marked euphoria, grandiose delusions of wealth, was restless and untidy. He talked continuously. His memory was poor though he was oriented to time and place. He had no insight. His wife gave a history of having had two miscarriages. There was no history of syphilitic infection or scar the result of such infection. Despite a negative Wassermann he was diagnosed a case of paresis. This diagnosis was made on the physical and mental findings. His mental disturbance was due to alcohol perhaps and not to syphilis for he rapidly improved under treatment and was discharged as improved. Accordingly to relatives he has recovered. He manages a fair-sized grocery business and is succeeding.

Case No. 33, a boy of thirteen, with a psychosis of six month's duration. At that time he is said to have been scared. Three days later he became very nervous. He would have periodic attacks of ten days duration during which he cried incessantly without adequate cause. He was seclusive and disoriented, though he seemed normal between attacks. He refused food, seemed afraid, complained of constipation, though he was full of gas and took large quantities of sodium bicarbonate without relief. His stomach contents were analyzed but returned negative. He imagined himself poisoned, suffered from insomnia, was untidy. Physical examination showed an emaciated lad with tenderness over the entire abdomen and cutaneous sensibility increased. He frowned, scowled, and grimaced, had marked tremors, hallucinated, was wholly irrelevant. He was resistive and seemed afraid. He was diagnosed a case of dementia praecox on the following: a sudden mental let down, marked fear reaction, resistiveness, hallucinatory experience and hypochondriacal ideas.

This was evidently not a case of dementia praecox, more probably hysteria or infection exhaustion.

Case No. 61. A laborer sixty-five years of age whose father was an alcoholic; he, too, had been a heavy drinker ten years prior to admission. He gave a history of four distinct attacks from which he is said to have recovered completely. He showed marked retardation, was inclined to be untidy, careless of personal appearance and seclusive. He drank heavily before attacks. Arterio-sclerosis was marked, he had tremors of the hands. Blood and spinal fluids were negative. His speech was slow and unintelligible. He refused nourishment. He gradually recovered with insight. This may have been an organic brain disease case, arterio-sclerosis instead of manic depressive insanity, for relatives say that he still is showing signs of subsequent attacks.

## A PLEA FOR EARLY COMMITMENT TO CORRECTIONAL INSTITUTIONS OF DELINQUENT CHILDREN, AND AN INDORSEMENT OF INDUSTRIAL AND VOCATIONAL TRAINING IN THESE INSTITUTIONS.\*

[By ESTHER H. STONE, M. D., Physician, The State Training School for Girls.]

Within recent times, the social misfit or delinquent, the psychopath and moron, have been given much prominence. Another live subject has been added to the catalog of newspaper discussions. The interest of the com-

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munity varies from total indifference to condemnation of what some regard as "fool notions" or empty theories, or else a very palpable hysteria, resulting from an inability to cope with the situation. For, a pathological condition that needs profound understanding and a proper solution, does unfortunately exist.

Several times recently, in Chicago, the community has been in an uproar because of the criminal acts of its so-called "simple" or mentally defective citizens. Various plans were advanced and adopted for the mitigation of conditions, newspapers published accounts daily of developments and new cases, jurists and social workers met and talked, but no constructive remedial policy was worked out.

The purpose of this paper is to recount, with some detail, various experiences and problems encountered during two years of service, ending in March, 1916, at the State Training School for Girls, in Geneva, Illinois. The opinions formed and conclusions drawn are based entirely upon cases admitted to the school during the period mentioned, but it is thought that these cases, which are by no means *sui generis*, but are the usual run of cases committed to this institution, will throw some light on the general subject of delinquency and criminal inclination, as related to mental deficiency, and will help form the nucleus of a constructive plan, designed to properly protect the community, and at the same time to care humanely, for the culs of society. Most particularly is it desired to be shown that unless cases are brought to our attention in very earliest childhood, it is impossible to apply such corrective methods as will accomplish any permanent reform.

Thinking people are no longer satisfied with the allotment of the usual punishment for the habitual offender. We are becoming more interested in knowing why he offends habitually.

The demeanor, we find, is not so constituted mentally that repeated sentences to confinement in correctional institutions will act as a deterrent.

He constantly clashes with conventions and the established order of things, because he does not comprehend that he lives in a society that is different than he is. These social disturbances would probably exist even under a standard of his own making, or an environment of his own choosing.

Lack of control, absence of the power to resist, no ability to cope with problems and conditions that arise in the daily struggle for existence, are factors in the cause of law violations.

Even were social needs and obligations less complex, and their offenses against society overlooked, mental delinquents would succumb for other reasons.

There is no initiative to will a situation to adapt itself to their needs; they are incapable of putting their activities to advantageous use; they cannot serve themselves; there is no motive force or incentive, no goal. Preparedness for future emergencies is not in their program. Only the present desire counts, the method to be used in satisfying the desire is the most immediate one which suggests itself, and necessarily, therefore, is almost invariably not the best.

During the period mentioned above, of 430 cases admitted and 455 cases readmitted, the approximate average age was sixteen years, which it will be demonstrated is far beyond an age when any institution can hope to correct habits and ideas formed and existant for so long a period of time, and constantly encouraged in an undesirable atmosphere and environment.

By readmitted cases are meant inmates who have been paroled after their stay here, either to their homes, or to work for others, and who, violating their parole by engaging in former pursuits, are returned to us for further supervision, demonstrating almost conclusively an inability to adjust themselves to normal ways of living, away from the discipline of institutional care. And of the newly admitted cases, many of them have already known and experienced institutional life in their communities, such as detention homes, houses of Good Shepherd and various other official and voluntary organizations, again indicating the necessity of watchful supervision from earliest childhood.

To more adequately study the delinquent, arbitrary tests have been introduced. These are inadequate because, among other things, they require a

knowledge of written language, and no standard of comparison is possible in a heterogeneous population such as ours. The results of these tests will vary in accordance with the difference in environment, experience and impressions of the subjects. They cannot be accurate. We have young women with the intelligence of the ordinary child of ten or less, but whose experiences in life may be vast. They will reason adequately along some lines, but simple questions involving some judgment, are not well responded to. Bearing in mind, however, the existence of error in these tests, it is interesting to note that in a recent psychological survey made of our inmates, twenty-two per cent were pronounced distinctly feeble minded, eighteen per cent were border-line cases, probably feeble, and sixty per cent were said to be normal. That these sixty per cent of cases, by a more accurate test would dwindle to a most insignificant figure, must be conceded, when it is considered that with these, so-called normal subjects, our greatest problems and difficulties arise.

They possess just enough mentality and superficial education and ability to be a continued source of annoyance to themselves and the community. The time honored classification of imbecile, moron, etc., does not adequately classify our population with reference to usefulness.

Those low in intelligence, or the so-called imbecile, divide themselves into two classes: (a) The docile, obedient individual who does well under supervision, and after repeated trials at a certain kind of work chosen with a view to the special fitness of that individual, becomes fairly proficient in time and may be relied upon, and in fact, upon these individuals, falls the burden of work in every institution; (b) The unreliable, noisy person given to periodic outbursts of insanity, to attacks of violence, obscene talk, ribaldry, viciousness. They are unruly at home and at school; they fail you when you least expect it, create disturbances on the slightest provocation. They will not learn, and are not amenable to law and order.

The so-called normal girls, whose intellects are developed within the normal limits mentioned, are the greatest failures, because as a class they are constitutionally inferior.

These, because of their peculiar unstable emotional make-up are ever in conflict with their neighbors. They manifest such a variety of abnormal conditions, as to render them entirely unreliable.

They are never evenly balanced, either exuberantly happy, furiously angry, or mildly sad, easily moved to tears or joy; some are spiteful, cunning and untrustworthy. One great source of annoyance is their deceptions. When making promises to be good and do better, they appear to exhibit a determination to carry out their promises, and yet at the same time are laying plans to escape or join a friend in some wrongful act.

Resistance to wrong-doing is either diminished or absent, all appeals to a fine sense of living, exhortation and moral suasion prove of no avail. They are only superficially responsive to kindness, liberal treatment and gifts made and favors rendered are hastily forgotten, and if it suits their immediate convenience, they will just as soon turn against their own erstwhile friends and mentors.

N. B., admitted when seventeen years of age. After a short stay in the institution, she was paroled to her people. She immediately left home, returned to her old associates, and indulged in immorality to a much greater extent than before.

A. B., was admitted when eighteen years old. She was incorrigible, was guilty of repeated escapes, required stricter form of supervision, and was not amenable to discipline.

E. B., fifteen years old when admitted. Fairly good under supervision, but when paroled was unable to retain any position, because of an exaggerated propensity to steal.

A. B., fifteen years old on admission; was violent, incorrigible, had criminal tendencies, inclined to incendiaryism; immediately violated her parole by thefts.

K. B., was eighteen years old when admitted; was a decided failure on parole, because of increased immorality.

A. M. C., seventeen years old when admitted. Very incorrigible, violated her parole by frequent thefts, convicted of burglary and sent to the House of Correction. Also in pregnant condition.

B. D., fifteen when admitted; very deceptive and unusually untruthful; delighted in bizarre and unusual narratives. Paroled, and now living in open adultery.

M. F., eighteen when admitted; paroled, and was not out one week before she robbed her employer, and has not been heard from since.

The above are cases taken at random from a large number.

In general conduct, they manifest great variations from day to day, but are seldom normal. It is interesting to watch their adjustment to their new surroundings when first admitted. Some adapt themselves quickly to the routine of the home, are docile, submit to confinement without protest, and exhibit such willingness to correction and discipline, that they earn the soubriquet of "goody-goody" girls. Basing our judgment on their creditable record made here, they are recommended for parole, and our judgment not infrequently suffers defeat, for these "goody-goodies" not only return to their former haunts, but even intensify their wrong-doing, because of long confinement and resultant violent reaction.

M. F., though obstreperous on admission, soon earned a good record at the home and school; was one of the trusties, was well regarded by officers, was favored with many small attentions and enjoyed privileges and personal comforts. She was paroled to work in a fine home. Within a very few days she robbed them of valuables and money, and disappeared. Has not been heard from since.

C. B., was admitted when sixteen years old. She was fairly good under supervision; was paroled after a year's residence here. She returned immediately to her former haunts and associates, was a permanent inmate of a very low dive, and from her earnings there, and the proceeds of thefts from her patrons, supported a paramour. She was finally found and returned to us, at which time she was suffering from gonorrhoea, was less tractable, made repeated sensational attempts to escape, was again paroled and returned. Each time her conduct away from the institution was increasingly bad.

They not only go back to immoral practices, but become thieves, burglars, confidence women, and are embroiled in all sorts of criminal acts, because they are easy prey, and are the tools of those steeped in crime. Their misdeeds become more grave as they grow older. The majority chafe under enforced confinement, and in open defiance declare that they will never reform, and will do worse when they get out.

Often when unobserved, they will tell each other of their achievements in crime and immortality. They revel in smutty talk, delight in reading obscene literature, and enlarge, in most salacious style, upon their conquests of the unwary male, their sex attraction and physical make-up.

They lack perseverance, quickly abandon a task for something new or more alluring, cannot be depended upon to complete anything, begin only under pressure. They show little resistance to disease, readily become delirious, temperatures are usually high in the slightest illness, they faint and become fatigued easily.

They excel in suggestibility. When told they look ill, they forthwith play the part to perfection.

B. F., was planning to escape. To frustrate her plans, she was told that her fever was high, and that she was to go to bed at once, which she did. She forthwith acted in a delirious manner, failed to recognize her companions, and seemed stuporous; yet her temperature was perfectly normal. She continued thus for about two days, and finally announced that she was better.

They crave attention, and to obtain it will act in inconceivable ways; will mutilate themselves to gain the sympathy of others.

V. W., would go into a trance and fail to know any of her associates until humored out of her condition. She claimed that her bowels and bladder would not functionate for months, though it was never discovered how she

disposed of her excreta. Her temperature at these times would mount the entire length of the thermometer. Though closely watched, it was never determined how she accomplished this feat.

C. K. would deliberately stick fence wire into her arm and beg most piteously that her arm be saved from blood poison; would stain her lips with iodine and claim that she swallowed a large quantity. Once she actually frightened a small community by her cries for help, saying that she was poisoned.

A. H. would cut into her flesh, to the length of two inches, the initials of her sweethearts, with entire deliberation, yet would pretend to suffer intensely when her wounds were dressed.

These abnormal physical conditions could doubtless be explained in part on a hereditary basis, if it were possible to obtain accurate family histories. What information we have\* is obtained almost entirely from the girls themselves, and is therefore not dependable, but does throw some light on the subject.

The following will give some insight into the physical, mental and social conditions of the parents and families of our inmates.

Fourteen of our inmates come from parents with criminal histories; several are at this time serving sentences at the State prison.

Two hundred twenty-nine come from parents, one or both of whom are alcoholic.

Three hundred nine come from disrupted homes, the result either of death, voluntary separation or desertion.

In thirty-six cases there is insanity in parents or relatives.

There are thirty-one histories of epilepsy in the family.

Thirty-seven have relatives suffering or dead from cancer.

Twenty-three have marked defective brothers and sisters.

It is not surprising, therefore, that from families in which these conditions prevail, of the cases we admitted there were:

Guilty of sexual immorality.....	390
Guilty of sexual immorality by example.....	120
Doubtful virgins .....	14
Illegitimate children, or inmates who have never known parentage.....	16
Pregnancies .....	28
Pregnancies while out on parole.....	28

By "sexual immorality by example" is meant families where one or more female members are sexually immoral.

It is noteworthy that 121 cases had enlarged thyroids, all the way from slight enlargement to a large disfiguring goitre. This may possibly be explained on the basis of the pubescent period, together with an unstable, emotional make-up.

Thirty-nine girls on admission were tuberculous. Thirty-five per cent had venereal disease—43 were syphilitic and 108 gonorrhoeal. The percentage of venereal disease will probably be found to be higher, now that a routine Wasserman test is made in each case.

The craving for attention in these girls, is so unsatisfiable, that they will tell incriminating tales about themselves, only in order to arouse investigation and inquiry. They are lavish in outer adornment, love display and trinkets and will not hesitate to appropriate the belongings of others.

Religious beliefs have no hold. They go through the formality like parrots; the true significance is lost to them. It does not act as a preventive to wrong doing.

They constantly seek diversion, no matter at whose expense. They tease and annoy their companions. If they succeed in angering them, they are highly pleased.

Their loves and jealousies, though trifling, go beyond that stage at times. They form attachments for each other, sending love notes, messages, trinkets, etc., indulge in hugs and caresses, try to get into bed with each other. Nauseating love scenes, amounting to actual perversions are common.

Especially marked are the attachments between white and colored girls. The latter usually more aggressive, appeal to the weaker white in a masculine sense, as it were, going through vulgar pantomime and suggestive acts, even in broad daylight, and at school under the desks, the colored girl, to attract the attention of the white, will surreptitiously expose her person or go through vulgar, suggestive actions.

In one instance, this infatuation amounted to an assault of a colored girl upon a white girl. Her visits to the white girl's room were of nightly occurrence. She choked her sweetheart into submission if resisted, and threatened to kill her and do her all manner of bodily injury if she told of these visits.

Another girl carried her "honey's" soiled napkin in her bosom for a week as a mark of devotion.

There are merely a few instances of many other occurrences told of by old employees who have had the care of the girls.

The mixing of the two races became so serious, that while girls were forbidden to mingle closely with each other, and both classes knew the attitude of the superintendent in the situation, yet at a dance given for the girls, the white girls insisted in dancing with colored. It was later discovered that they had agreed in advance that they would be partners for the entire evening.

Essentially, they are selfish by nature, their welfare in small things is their chief concern, but not so in essentials, because they do not know the relative importance of things. They demand comforts and luxuries, rebel against restrictions of any kind, want more than is due them. They like to appear well and stylishly dressed, though actual bodily cleanliness is not important. They are negligent in their habits, must be watched closely to see that they take their baths, and give proper attention to their hair which, though arranged in the latest fashion is not strictly clean—often full of vermin.

This enforced cleanliness does not become a habit, for when they return to the institution after some absence, their bodies and clothing are as neglected and as filthy as when they were originally admitted.

Attention is very poor. They are flighty and restless. When instructed to do something, they will return, stating that they forgot the order, and it must be repeated.

They are over excited, over stimulated; concentration is nil. Imagination runs riot. They relate the most bizarre occurrences, in which they always play the prominent part, and when confronted with the true state of fact, they do not display embarrassment, but merely say, "I did not want \_\_\_\_\_ to tell a better one than I did." Others will not even admit the lie, but adhere to the story.

Course and routine work is despised, hence they feign illness, and visits to the doctor's office are most numerous during the first part of the week. The usual complaints are cramps, headaches, faints, dizziness, etc. The institutional appellation for all these ills is "laundry sickness." But during the latter part of the week, when sent to bed on account of illness, they regard it as a punishment, knowing they will miss recreation.

It should be apparent that these girls of an average age of sixteen years are much beyond the formative period, when any attempts at reformation are not only difficult, but often a failure; hence the necessity of committing them to institutional care at a much earlier period.

Our curriculum includes schooling in the three R's, cooking, washing, gymnastics, sewing, fancy dancing, and elocution and singing. They acquire only so much book learning, and then cease. While they absorb some individual facts, they fail to see the relation between them, hence their knowledge is fragmentary, and avails them nothing, and the time is practically wasted.

It is not unusual to find a pupil who, though studying history and higher mathematics, can not tell time by the clock. This is quite common in the lower grades.

The following will illustrate the scholastic attainment of our inmates, rated according to school grade, at the time of their admission:

Thirty came from first grade.

Thirty-one came from second grade.

Seventy came from third grade.

Ninety-six came from fourth grade.

Forty-five came from fifth grade.

Twenty-six came from sixth grade.

Forty-one came from seventh grade.

Thirty-three came from eighth grade.

Eight came from high school, usually first and second year.

It will be noted that the greater number come from fourth grade, which probably indicates that work in this grade is the limit of their ability. It pushed further, their studies become distasteful to them, and they leave school; as a result, truancy and delinquency are co-existent.

It is surprising how little of school knowledge any of them retain. It can hardly be thought that they actually understood their work, but the conclusion is forced upon us that they are simply pushed along with the rest of the class when teachers tire of their stupid or unruly presence.

Bearing in mind the great percentage of mentally deficient, and the difficulty we experience in accomplishing any benefits of a permanent nature, it must be apparent that our methods of dealing with defectives is comparable only to that situation where the farmer locks his stable door after the horse is stolen.

Social workers and courts become active when it is much too late.

Boards of education and public school systems must provide, as a part of the regular staff, for a trained psychologist, to operate in every school, and to be in constant touch with the pupils and the teachers, from the lowest grade up. Immediately after it is noticed that a child appears to be backward in his work, or evinces any mental peculiarity, or is criminally or immorally inclined, the psychologist should be consulted, and a thorough study made of the case.

It is possible to determine whether or not the child is likely to outgrow its handicap, or whether that handicap will develop into something more serious. If the latter is the case, the child must be at once transferred to a special school for its training. This should not be the result of court action, nor should the consent of the parents be necessary; it should be a very simple process of passing from one grade into another. It should be understood and accepted as the natural course of procedure, without attaching to it any unusual publicity.

The school for the psychopath should be a permanent home or boarding school, under municipal supervision. There, amongst his own kind, and away from others whom he might influence to evil, he should be studied constantly; as much education as it is possible for him to retain should be furnished him, but primarily he should be taught some useful work for which he is best suited, and by which he is likely to become self-supporting. With this class, book learning is secondary; ability to financially care for himself is most important.

Provision should be made to retain the person until he is at least twenty-five years old, at which time it is possible to decide with considerable accuracy whether or not he is a fit subject to mingle, unsupervised, with the rest of society. If he is, he should be permitted to leave the care of the State; if not, he should be sent to a community of his kind, where his special working ability is required. There should be segregation of the sexes in both the school and colony, and by no means should marriage or sexual relations be permitted.

The only solution to the problem, is to cull out the defectives from the rest of society at a very early age, remove him from the normal child, prohibit procreation by segregation and give him the special training that he requires. In this way will defectives eventually be eliminated, to a great extent, from the general population.

## THE CARREL-DAKIN METHOD IN THE TREATMENT OF WOUND INFECTION WITH REPORT OF CASE.\*

[By S. W. MCKELVEY, M. D., of Staff of the Peoria State Hospital.]

The treatment of wound infection is a subject of common interest to all, having a large variety of different methods with many enthusiastic supporters of each form.

The pendulum has swung from one extreme to another, from the time when the surgeon upon finding the newly made operative wound profusely discharging thick yellow pus congratulated himself that surgical fever was at an end to the time when the eminent Lister laid down the practical rules for antiseptic surgery from the principles of Pasteur. With it came the aseptic method a natural evolution of the antiseptic method. To it we owe the advance made in the technique and successful after results of operative surgery.

However during the past 50 years, civil industry and military surgery have contributed little toward the combating of wound infection.

The extent of treatment has been in a general way free drainage with irrigation by some antiseptic solution and the use of vaccines in certain selected cases, and this form of treatment has been greatly altered in the hands of different users; no better illustration of this can be given than the treatment of peritonitis, only a few years ago, free drainage, with flushing of the abdominal cavity with some antiseptic solution was employed with the hope of actually destroying and washing away bacteria but instead uninjected areas were inoculated and what might have remained localized became a general peritonitis thus defeating every effort of nature. Until the late Dr. Murphy revolutionized this form of treatment with his conservative drainage, proctoclysis, Fowler position and keeping the intestinal tract at complete rest.

That the profession have been unable to successfully handle infection has been demonstrated in the present war, the extent of tissue destruction and the virulence of infection has been grater than anything heretofore known to mankind, malignant suppuration was very common and all efforts to suppress it seemed to be futile.

Keough states that 75 per cent of deaths after the first 24 hours have been due to infection; Tuffier that 80 per cent of amputations have been caused by infection and Carrel that 95 to 98 per cent of secondary hemorrhage are the result of infection.

No radical changes had been made in the treatment of infection since the discovery of antisepsis, infection was as prevalent as in the pre-Listerian days.

With these conditions confronting them Carrel and Dakin, in December, 1914, commenced a series of experiments at the Beaujon Hospital in Paris, to develop a technique for the treatment of wound infection, after experimenting with about 200 antiseptics, the hypochlorite solution was perfected. This was the original Dakin solution and was prepared with chloride of lime, dry sodium carbonate and boric acid and contained .5 to .6 per cent sodium hypochlorite. This was later modified by Dufresne and is the Dakin solution now in use. It is prepared as follows:

With chloride of lime (bleaching powder) having 25 per cent active chlorine, the quantities of necessary substance to prepare 10 liters of solution are the following:

Two hundred grams of chloride of lime (bleaching powder) (25 per cent active chlorine).

One hundred grams sodium carbonate dry.

Fifty grams bicarbonate dry.

Put into a 12-liter flask 200 grams of chloride of lime and five liters of water, shake vigorously and leave stand for 6 to 12 hours, shake well until the large pieces are dissolved, not all will dissolve; at the same time

\* Read before a meeting of the Illinois State Hospitals Medical Association held at the Lincoln State School and Colony November 22 and 23, 1917.

dissolve in 5 liters of cold tap water the sodium carbonate and the sodium bicarbonate.

After allowing to stand for 6 to 12 hours pour the salt solution into the flask containing the macerated lime, shake vigorously for a few minutes and allow to stand until the calcium carbonate has been precipitated. In about one-half hour siphon the liquid and filter through double filter paper to obtain a clear liquid; place in a dark cool place.

The greatest difficulty encountered in the reparation is the variation in the amount of free chlorine in the different products of chloride of lime; this must be determined in every product in order that an exact calculated quantity may be employed according to its concentration. The products we tested varied from 5 to 37 per cent in free chlorine contents. This is done by special titration method and I shall not dwell upon it here.

This solution contains between .45 per cent and .5 per cent hypochlorite, it is very important that it should not be over .5 per cent as it will be too caustic or below .45 per cent too weak. This solution is very unstable and should be frequently titrated as it has a tendency to become too caustic, however if kept in a cool dark place it remains stable for about 40 days. It should not come in contact with alcohol and should not be heated.

Ridall using carbolic acid as a standard expresses the germicidal power of the hypochlorites as follows: carbolic acid 100; hypochlorites 14 to 20,000.

It was found that a suspension of staphylococcus pyogenes aureus in pure distilled water was sterilized in one minute in the presence of one part hypochlorous acid to 100,000; in a suspension of groth 1-3000 killed in 30 minutes.

#### DESCRIPTION OF APPARATUS AND METHOD OF APPLICATION OF TUBES.

To carry out the Carrel technique accurately it is essential to have a special apparatus and pay close attention to minute details of administration, the apparatus consists of a graduated container, tube for carrying solution to distributors one centimeter outside diameter, glass drip, glass distributor; these are made in multiples having from one to five outlets to which the Carrel tubes are attached; the Carrel tube is from 15 to 25 centimeters in length, diameter of 5 millimeters outside, and 3 millimeters inside, made of pure rubber, having the end tied with linen or silk and containing from 10 to 20 perforations one-half millimeter in diameter. Beginning at the distal end, perforate both sides of the tube with punch, turn at right angles and perforate alternately, thus staggering the perforations.

Insert the tube, so that the fluid can come in contact with every portion of the wound, it is essential the wound be laked or puddled with the solution.

Loosely place small pieces of gauze between the tubes, so that they will be held in place, cover wound with sterile pieces of turkish toweling and skin surfaces with gauze saturated with vaseline.

Estimate about the amount of solution the wound will hold, and instill this amount into the wound every two hours. This is not a constant irrigation but an intermittent instillation.

This method of treatment may be employed in most every case of infection with the exception of the eye or intravenously on account of its haemytic action, it is not recommended for abdominal use but some ten cases have been reported where it has been used for abdominal infection.

I have had very satisfactory results in using it upon several infected hands and superficial infections. I have selected one case to report on account of the large wound surface and the extensive infection.

White male, 35, inmate of hospital nine years; was operated upon and a fibrosarcoma weighing 2,600 grams involving the left axilla and lateral surface of chest was removed.

Owing to its size a large circular skin flap extending from the second rib at sternal junction to point in the ninth rib junction axillary line was

turned back, considerable trauma to the pectoral and intercostal muscles was produced as the tumor had invaded these structures and had to be dissected away.

Wound was closed with interrupted suture and drainage. On the sixth day following operation, an extensive infection developed with elevation of temperature and profuse discharge. The upper part of wound was opened and four Carrel tubes inserted and solution containing .49 per cent sodium hypochlorite instilled every two hours; within twenty-four hours following the discharge had become less, and odor much less offensive. After four days there was only a slight serous discharge from the wound, no odor, and granulation took on a healthy appearance. By the seventh day or eighth day the wound was fairly well healed. Of course this case being malignant, recurred with later breaking down of tissue substance, but the infection proved a very good one for trying out this treatment.

The treatment in general I think is an improvement over past methods, especially in the Carrel technique of administering, which I believe is largely responsible for results. Just what germicidal power, and how efficient the Dakin solution is, remains to be seen.

In conclusion I wish to express my sincere thanks and grateful appreciation to Dr. Goodner, managing, officer for his support and cooperation in all surgical work.

## SOCIAL LEGISLATION IN ILLINOIS—1917.

[Report of the Executive Secretary of the Illinois Committee on Social Legislation, DWIGHT L. AKERS.]

The Illinois Legislature, at its recent session, enacted one notable piece of social legislation, the new State Civil Administrative Code. The old administrative machine, built up by years of tinkering, was scrapped and a new model of simplified design was erected in its stead. Instead of the complicated system of wheels within wheels by which our State public welfare, labor and public health agencies were operated, three great departments were created each with a single administrative head.

One of these was the State Department of Public Welfare and the introduction, thus, of simplicity and responsibility into the management of the State charitable and correctional institutions and agencies is of itself no mean accomplishment for one session. No less revolutionary was the concentration in a State Department of Labor of responsibility for the enforcement of the State Labor Laws—formerly distributed among a large number of special bureaus. The powers of the State respecting public health were similarly concentrated in the State Department of Health. To Governor Lowden is due great credit for his determination and tact in lining up the diverse elements of the Legislature behind a bill involving such a radical reorganization of entrenched political arrangements.

In other directions the accomplishments of the General Assembly in social legislation were not so large although some very important measures were passed. The Legislature was not without work to do, 1,655 bills having been fed into the legislature mill and 407 were sifted out and passed. One hundred sixty-four\* were introduced and thirty-one passed having to do with subjects in the field of "social legislation"—comprising† roughly, those measures which are intended for the relief and elevation of the less favored classes of the community. Those bills were as follows:‡

\* Allowance being made for duplicates introduced in both Houses.

† According to a definition by Professor Ernst Freund.

‡ There is much overlapping, of course, among these classes and the division is only approximately correct.

	Introduced. (less duplicates).	Passed.
Labor .....	51	6
Care of dependents and defectives .....	27	10
Penal system—treatment of offenders .....	26	6
Women and children .....	20	.....
Public morals .....	8	1
Public health .....	8	2
City planning and housing .....	6	1
Miscellaneous .....	18	5
	164	31

It is impracticable within the limits of this report to discuss all these bills and I will, therefore, confine myself to those endorsed and worked for by the Illinois Committee on Social Legislation.

The program of the committee embodied fifteen measures of which six were passed; namely, those for

- (1) The licensing and regulation of loan sharks.
- (2) The creation of a health insurance investigating commission.
- (3) The establishment of a State penal farm.
- (4) The provision of a suitable site for the Chicago municipal farm colony.
- (5) The revision of the State Child Labor Law.
- (6) The suppression of indecent shows—by criminal process.

Those which failed were bills for

- (7) The suppression of indecent shows—by injunction and abatement.
- (8) The improvement of the condition of children born out of wedlock.
- (9) The licensing of the business of placing and boarding children (the so-called "Baby Farm" Bill).
- (10) The licensing of "social service" agencies.
- (11) An eight-hour working day for women.
- (12) The provision of playground space in new subdivisions.
- (13) The prohibition of liquor in dance halls.
- (14) The zoning of cities.
- (15) The prevention of fires.

The committee also participated in the framing of the proposed State housing code but did not formally endorse it.

The committee, in aid of the measures which it endorsed, sent its executive secretary several times to Springfield; sent many letters and telegrams to members of the Legislature; secured publicity through the press and through special publications; encouraged its members (both delegates and organizations) to use their influence with local representatives; conferred with the sponsors for the bills, both in and out of the Legislature, in regard to questions of strategy; assisted in arranging hearings, and adopted other methods of promoting the bills as occasion offered.

The work done on bills which failed should not be considered in any sense as work lost. The educational work, done in connection therewith will bear fruit in later sessions. Some of the bills, or modifications of them, have the best prospects for passage at the next session.

A brief history of the various bills endorsed by the committee follows:

#### THE LOAN SHARK BILL (HOUSE BILL 431).

This bill was framed by a conference of citizens representing organizations familiar with the loan shark problem including the Legal Aid Society, the Municipal Department of Public Welfare, the First State Industrial Wage Loan Society, the Industrial Club, the Illinois Committee on Social Legislation and others. It had the expert advice of Mr. Arthur Ham, head of the Remedial Loan Department of the Russell Sage Foundation, and the bill which was drawn was an adaptation to local conditions of the model act recommended by that organization.

It provided for the licensing by the State Department of Trade and Commerce of persons, firms, etc., making loans in amounts of \$300 or less and charging more than 7 per cent interest, the rate allowed under the existing usury law. Licenses were authorized by the bill to charge 3½ per cent per month but all special fees, a common device for evading the interest limitation of the usury law, were abolished. The bill provided for examination of the books and papers of loan companies by the State, prescribed penalties, and authorized the revocation of licenses.

The bill had a stormy career in the House. Letters and telegrams from our committee to members of the House reciting the origin of the bill and the reasons for certain of its provisions did much, I believe, to save the bill from defeat at a time when its character was grossly misrepresented in the House. One attempt to pass the bill failed but on the second attempt there was a regathering of forces behind the bill and it was adopted by a safe majority. The Senate passed it without dissent.

After the bill became a law, July 1st, some of the loan companies took out licenses, some, I am informed, went out of business and others continued to operate without licenses, claiming that the law was unconstitutional. Test cases were taken to the Supreme Court, and in December, a decision was handed down affirming the validity of the act.

In the discussions in the House, charges were made that the 3½ per cent monthly interest rate was too high. The Illinois Committee on Social Legislation might well, I believe, suggest to the Department of Trade and Commerce that the licenses under the act be required to keep their accounts in such a manner as to allow a check upon the adequacy of this rate with a view to its possible reduction at the next session of the Legislature.

#### THE HEALTH INSURANCE COMMISSION BILL (SENATE BILL 348).

This bill is in a particular sense the product of the Illinois Committee on Social Legislation. It was drawn by the president of the committee upon instructions from the executive board. It provided for the appointment by the Governor of a commission of nine persons, representing employers, workers, physicians, social workers, farmers, and the general public, to investigate insurance for sickness and accident (not compensated by the workman's compensation) of employed persons and their families, and carried an appropriation of \$20,000.

The president of the committee appeared on behalf of the bill at a hearing before the Senate Appropriations Committee. It was recommended for passage and met with no opposition in the Senate, but there was a long delay in the House. Urgent telegrams sent by our committee secured it a place on the calendar two days before adjournment and just in time to allow its advancement to third reading and passage on the final day of the session. Recommendations as to the personnel of the commission have been made to the Governor by the committee but the appointments have not yet been announced.

Four other states, Connecticut, Ohio, Pennsylvania and Wisconsin have created commissions this year for the study of social insurance. These investigations, together with America's radical adventure into this field through the passage of the Soldiers and Sailors Insurance Bill by Congress, are also bound to have significant results for the future.

#### STATE PENAL FARM BILL (SENATE BILL 273).

The unwholesome conditions prevailing in most of the county jails and houses of correction in Illinois were revealed in a report by Miss Annie Hinrichsen to the State Charities Commission in 1915. The substitution for these institutions of a State penal farm, along the lines of the Indiana farm seemed to be the logical way of dealing with this problem and so a bill was drawn, at the request of persons interested, by the State Legislative Reference Bureau. It was introduced by Senator Hull and passed both houses without opposition. The Illinois committee on social legislation sent letters to members of the Senate urging them to support the bill and consulted with Senator Hull and others about the handling of the bill in the House.

The bill carried no appropriation and as it stands is merely enabling legislation. It was the intention that in the intervening two years definite plans would be worked out by the State Department of Public Welfare and an appropriation asked for in 1919.

MUNICIPAL FARM COLONY BILL (HOUSE BILL 899.)

Because of prohibition by statute of the location of a house of correction more than three miles outside the city limits, a municipal farm colony for which the citizens of Chicago had in 1915 voted bonds (amounting with bonds for a house of shelter for women to \$250,000) could not be established in a suitable location outside the city limits. An effort to get such legislation at the 1915 session failed and the effort was renewed this year. The bill as originally drawn was shipwrecked in the House but a revised bill prepared by the house committee and effecting the same result was enacted into law.

THE CHILD LABOR BILL (SENATE BILL 525.)

In 1915 an unsuccessful effort, in which the Illinois Committee on Social Legislation cooperated, was made to raise the legal age limit for the employment of children in industry. It was apparent that this year no better result could be hoped for but some change in the law was necessary to meet the requirements of the new Federal Child Labor Law. A citizens' committee accordingly drew up a revision of the Illinois law providing for an improved system of work certificates. The bill sought to establish more adequate educational and physical standards to be required of children applying for certificates, required such applicants to show a promise of work from an employer, provided for physical examinations to test the fitness of the applicant for the work proposed, required employers to return work certificates to the board of education at the termination of employment and in other ways sought to provide the machinery for a more efficient administration of the law. The Illinois Committee on Social Legislation watched the progress of this bill through the Legislature and sent letters to Springfield urging its adoption. It was passed on the last day of the session.

BILLS FOR THE SUPPRESSION OF INDECENT SHOWS (SENATE BILL 129 AND HOUSE BILL 514).

The Woman's Church Federation was responsible for the introduction of two bills for the suppression of indecent shows—one through the regular machinery of the Criminal Law, the other through the method of injunction and abatement. The former of these bills was considered too broad in some of its provisions by the Illinois Committee on Social Legislation but was endorsed subject to a change. In its course through the Legislature it was amended by the elimination of the wording objected to by our committee and in this form became a law. The other bill, also endorsed by our committee, would have provided a much more effective machinery for the suppression of indecent shows, but while it passed the House, could not muster the necessary support in the Senate. Very active work in support of these bills was done by the Woman's Church Federation.

THE ILLEGITIMACY BILL (HOUSE BILL 620).

The present Illinois Bastardy Act has been on the books since 1845. Its intent is apparently the punishment of crime rather than provision for the innocent victim. The social status of the illegitimate child under the law is that of "bastard" and the maximum penalty, \$550, is pitifully inadequate, of course, for its physical support and education.

Two years ago unsuccessful efforts were made to pass a bill raising the penalty to \$3,000 and providing for its payment over a period of years. The purpose of the bill was to make better provision for the child, but in order that extradition might be had for alleged offenders leaving the jurisdiction of the court the quasi-criminal character of the proceedings was retained. This was generally recognized as a defect and at the recent session of the

Legislature, as an outgrowth of the work of a committee of the Children's Code Commission, a bill on novel lines drawn by Judge Harry M. Fisher was presented. It proposed to substitute for quasi-criminal proceedings an action in chancery to establish the status of the illegitimate child. If the man charged with the offense should be adjudged by the court to be the father of the child a decree would be entered giving the child a status equivalent to that of adoption. In the language of the bill "the child would be to all legal intents and purposes his child." He would then, according to law, have the same obligations to this that he would have to a legitimate child, including the obligations of support and education and if he should leave the jurisdiction of the court he would be subject to extradition under the nonsupport law. An excellent feature of the bill was that the court would have continuing jurisdiction and so could alter the amount and character of the support to be given and allow the child to share in any increase in the father's property. The word "bastard" was eliminated from the law, the chancery feature would have enabled the court to hold hearings in private and the bill contained other valuable provisions which would require a more detailed exposition.

The bill as introduced in the Legislature, together with a brief by Judge Fisher, was printed by the Illinois Committee on Social Legislation and circulated widely throughout the State to women's clubs, social service organizations and the press. It received favorable comment in the press.

Our committee, unfortunately, was unable to enlist the active support of the women's organizations of the State for the bill. Some of the women objected to the chancery feature and other technical points were raised. Some of them felt that the bill did not go far enough along the lines of the advanced Norwegian legislation on this subject—a conclusion which our committee did not share. They decided not to support any program of legislation on this subject at this session and to confine their efforts for the time being to general educational propaganda. In this connection, the educational work on this subject accomplished by our committee, first, in the Legislature in the promotion of the bill, and, next, throughout the State by the circulation of literature and by stimulating press comment should not be lost sight of.

In the Legislature, the opposition assumed a different character. Instead of being charged with not having gone far enough, we were told that we had gone too far. The abolition of jury trial was objected to by some members. The chief objection, however, was the failure of the bill to set any definite upper limit to the amount of support which might be assessed against the father. The country members in particular seemed to feel that the bill would open the way to blackmail, although arguments which should have been convincing were advanced to show that the bill would reduce it. They agreed, however, that "something ought to be done" and brought out a bill increasing the penalty under the present Bastardy Act to \$100 (or up to \$150) the first year and not to exceed \$75 a year for the next fourteen years (now \$50 a year for nine years), to be paid for the support, maintenance and education of the child. The bill, also, raised from \$400 to \$800 the lump sum for which a father could settle. Some of the members even seemed to think they were "doing their bit" magnificently in favoring such a law. It came perilously near to passing. It passed the House, and then the Senate (on the last day of the session), but not in time to secure House concurrence in the Senate amendments.

The lack of understanding of the human elements of the problem by many members of the Legislature calls for a good deal of educational work prior to the next session. It is important also that organizations favoring adequate changes in the law in the interest of the child should unite on a program and back it up as forcefully as possible at Springfield. The effectiveness of the work on this subject at the next session will depend largely on the work that is done in the intermission. Efforts to be made in the future should take into consideration the progressive law on this subject recently enacted by the Minnesota Legislature.

## THE BILL FOR LICENSING SOCIAL SERVICE ENTERPRISES (HOUSE BILL 522).

This bill was prepared by a special committee of social workers. It required all "social service enterprises," as defined in the act—including organizations rendering personal aid or service but not those conducting political or other propaganda—to take out an annual license from the State Department of Public Welfare before soliciting funds from the public. The Department was required to inspect the work of the licensed enterprises at least once a year and was authorized to revoke a license if the work of the licensee was found improperly managed, or not for the "public good." Penalties were prescribed for the enforcement of the act.

Although the necessity of preventing by some means the activities of fraudulent charity soliciting schemes was admitted, fear was expressed by representatives of religious and fraternal organizations that the bill would interfere with their legitimate activities. Under the circumstances it was apparent that the bill could not be passed and it was allowed to die in committee.

Toward the end of the session, however, after the declaration of war it became apparent that supervision would have to be established by the State over solicitation schemes in connection with war relief, and a bill for the licensing of such enterprises by the State Council of Defense was accordingly introduced and passed. The administration of this law should afford an excellent opportunity for testing the practicability of a general licensing scheme such as that endorsed by the committee, and a basis for dealing with the subject in a broad way at the next session.

## BILL FOR LICENSING CHILDREN'S BOARDING HOMES (HOUSE BILL 523).

This was a companion bill to that for the licensing of social service enterprises. It was prepared by a committee of Chicago social workers and was directed particularly against the so-called "baby farms" of newspaper notoriety. It made unlawful the business of placing children under fourteen in homes or of conducting a boarding home for such children without a license from the State Department of Public Welfare. The inspection and control of such enterprises in the interest of the health and morals and general welfare of the child was duly provided for.

The handling of the two licensing bills as companion measures was unfortunate, for the "social service" licensing bill stirred up opposition which contributed, at least in some measure, to the defeat of the "baby farm" bill.

The Chicago situation, so far as the "baby farms" are concerned has been improved by a municipal ordinance passed last winter, but this regulates only so far as conditions affecting health are involved and does not control the business of placing out.

## THE DANCE HALL BILL (SENATE BILL 281).

Last winter the Juvenile Protective Association of Chicago issued a report on dance halls in Chicago which showed the combination of liquor and dancing to be a potent influence leading to the debauchery of young people. It showed that dance halls where liquor is sold are to large extent controlled by the brewery, saloon and vice interests and are in many cases feeders to the underworld. The Association presented a bill to the Legislature prohibiting the sale or use of intoxicating drinks where dancing or skating entertainments are being held, or—in order to prevent evasions—in any place "practically accessible thereto, without travel over a public street."

The bill was objected to in the Senate on the ground that it would abolish dancing in many reputable hotels and was amended to make an exception of such hotels only to meet the equally violent criticism that favoritism was being shown to the "millionaire hotel interests." The bill passed the "dry" Senate but was defeated in the "wet" House. The most strenuous efforts of the friends of the bill to keep it from being classed as a prohibition bill and to convince the House that its sole purpose was the moral protection of young people did not avail and it went down in the general slaughter of prohibition measures. It actually received a majority of votes cast (66 to 65) but not the necessary constitutional

majority of seventy-seven. It was voted for by some of the "wets" in both houses.

But "the world do move." An ordinance proposed by the *Chicago Brewers' Association* which seeks to end the cabaret business, and to do away with dancing in connection with the sale of liquor is being considered by the Chicago city council.

THE WOMAN'S EIGHT HOUR BILL (HOUSE BILL 120.)

The bill for an eight hour work day for women was bitterly fought by the employers, represented by the Illinois Manufacturers' Association. It was fought particularly by the canneries who asked for special consideration on account of the seasonal character of the canning industry and the perishable nature of their raw material. Many downstate members did not favor the bill because of the difficulties it would presumably impose upon small country stores.

The bill in so far as it affected women's work in hospitals, was strongly objected to by representatives of the hospitals on the grounds that it would seriously embarrass their efficiency and lower the dignity and the standards of nursing by subjecting this professional work to the control of a non-professional factory inspection department. Some of those who opposed the bill on this ground admitted that conditions surrounding the labor of pupil nurses in the hospitals were bad and should be remedied but believed that they should be remedied in another way.

The House committee did not favor the bill and for a time considered the possible substitution of the so-called Wisconsin plan, under which a commission would be authorized to establish varying standards of hours for different industries. The proponents of the bill opposed the Wisconsin plan on the ground that it was merely a device to exempt certain favored industries from a limitation on their working hours and that the law had not actually operated in Wisconsin to shorten hours. The committee declined to approve either plan but the friends of the original bill succeeded in having it placed upon the House calendar on the ground that it was a measure of important public policy endorsed in the platforms of both parties and by the Governor. A bitter fight on the floor culminated in the striking out of the enacting clause by a vote of sixty-six to sixty-five. The Illinois Committee on Social Legislation aided the bill at various juncture by letters and telegrams to the legislators.

An eleventh hour effort to resuscitate the proposition was made through the introduction in the Senate of a bill prepared in the Governor's office, and backed by him, designed to meet the objections raised to the original bill. This also failed and it is perhaps fortunate that it did for examination proved that the bill was defective and might have even compromised some of the gains which the women had made in the enactment of the ten-hour law. The Legislature did, however, pass a bill introduced by Senator Hull for the creation of an industrial survey commission, with an appropriation of \$10,000, to study the question of hours for women.

PLAYGROUND BILL (HOUSE BILL 483.)

One of the chief difficulties encountered in the development of playgrounds in large cities has been that of obtaining land in built-up sections at a reasonable price. Usually the sites are picked out after the community has been settled and high land values established. The state of Washington has enacted legislation which provides that in subdivisions of a certain size a prescribed proportion must be set aside for playground purposes, just as a part is set aside for streets. A bill along similar lines proposed by Alderman Merriam received the approval of the city council of Chicago and was later introduced in the Legislature. It had a hearing before the committee on municipalities but the principle of the thing was too new. It was alleged to be confiscatory and so went into the legislative discard.

THE ZONING BILL (SENATE BILL 242.)

The city council, last winter approved for submission to the Legislature, a bill, introduced by Alderman Merriam, empowering the city council of any

city to provide zoning legislation along lines long approved in continental countries and recently developed on a comprehensive scale in New York City. The bill gave power to the council to regulate and restrict the location of trades and industries and of buildings designed for certain specified uses. After it was introduced some technical objections were raised and there was considerably delay in redrafting it. There was apparently no opposition and the passage of the bill was considered certain. It passed the Senate in its revised form but lay for a long time in the House committee. At the last minute opposition developed on the part of manufacturing interests and the bill was beaten on the next to the last day of the session. This opposition could probably have been met, or might not have arisen if the bill had been pushed to an early vote in the House. Renewed efforts at the next session ought to result in the passage of the bill which would contribute mightily to adequate housing and city planning for our cities.

A fire prevention measure, endorsed by the Illinois Committee on Social Legislation early in the session, was consolidated with the Zoning Bill when the latter seemed sure of passage. At the end of the session, when the defeat of the Zoning Bill was imminent, an attempt was made to pass it but the two Houses could not get together on amendments.

#### THE HOUSING BILL (SENATE BILL 296).

Early in the session it was learned that the Indiana Housing Law was to be introduced, by Senator Harold Kessinger, into the Illinois Legislature as the basis for a State housing code. The introduction of the bill was postponed at the suggestion of the Illinois Committee on Social Legislation and a new bill more applicable to Illinois conditions and embodying the best features of the housing of other states was drawn by Charles B. Ball, Chief Sanitary Inspector of Chicago. Mr. Ball had the advice and cooperation of a group of interested individuals including members of our committee and its executive secretary, at that time James P. Petrie. The new bill covered all cities of the State outside Chicago but was changed by Senator Kessinger before introduction to include the latter city. It comprised forty-six printed pages of detailed regulations respecting construction, lighting, ventilation, sanitation, fire prevention, etc., of all dwellings (including one-family dwellings) and authorized legislative bodies to enact supplemental ordinances requiring higher standards than those laid down in the act.

The Senate sub-committee to which the bill was referred held two hearings in Chicago at which a large number of persons, both from Chicago and other cities in northern Illinois, appeared to urge the importance of housing legislation for the State. Our committee did its bit in mobilizing most of the speakers for these hearings, and the president appeared before the Senate sub-committee to present the results of an investigation which he had made several years into housing conditions down State. The bill was subsequently turned over for revision to an advisory committee including the chief sanitary inspector and the building commissioner of Chicago and representative architects and builders. The bill, as amended by this committee, was not finished until late in the session and was tabled with other bills a few days before the windup of the session. The bill should be resurrected, revised in any necessary particulars and pushed at the next session. The desirability of including Chicago is a problem which ought to be given the most careful attention.

During the session the executive secretary received much valuable assistance in the promotion of bills from individual delegates—especially through publicity in local papers and through letters to and personal interviews with their representatives at Springfield. The committee now has constitute organizations in ten localities outside Chicago. The number should be increased. With a widened constituency not only will the committee have the benefit of the support and cooperation of local delegates and organizations in promoting local publicity and in working with local members of the Legislature, it will be in a better position to understand the needs of local communities, will profit by the advice of their delegates and be able to deal more intelligently with State-wide social problems.

## STANDARDS OF ALMSHOUSE ADMINISTRATION.\*

[By FRANCIS BARDWELL, Inspector of Almshouses, State Board of Charity, Massachusetts.]

Those of us whose business it is to deal with the affairs and management of institutions usually approach the subject through the main hallways; I feel that we would get further and see clearer if we came into the institution at the inmates' entrance and saw things from their point of observation.

We will say, then, that you and I, for reasons various, which may or may not be beyond our control, have become to that epoch in our lives when we are obliged to ask for assistance from public sources. Perhaps we have always been of those who have fought poverty and lived among those as poor or poorer than ourselves, wherein we are fortunate, or we may have been of those whose younger days knew prosperity and only through loss of our natural supporters and unfortunate circumstances have come to the point when existence can only continue by the aid of public relief. Whatever the cause of our dependence, the main point stands: we must be cared for at public expense, and by those in authority it is deemed best that we should be admitted to the almshouse.

When I have made application and been accepted I have a right to expect certain things pertinent to my comfort, welfare, and care. What they are I shall state and shall suggest how the almshouse administration may provide them.

1. I have a right to demand the common necessities; shelter, personal cleanliness, food, clothing, and medical attendance.

2. I have a right to ask for the following comforts: kindly attendance, quiet and decent quarters, reasonable freedom from objectionable fellow inmates, the opportunity of receiving visits from friends.

3. I hope to receive: some form of recreation, the pleasure of attendance at religious services at least monthly, employment suited to my age and physical condition, the right to protest, without detriment to myself, against any hardship I may feel that I am forced to bear.

I realize the first day of my sojourn in the almshouse that I am in a changed environment, and I hope I am reasonable enough to realize that the home exists, not for myself alone, but for all of us who accept the aid of the authorities.

### 1. THE THINGS WHICH SHOULD BE DEMANDED.

First, then, I demand as my right—shelter. This means the almshouse building. If my community is prosperous, I shall enjoy comforts and luxuries I have seldom had. If the community is poor, even then I shall probably be housed as comfortably as I have hitherto been accustomed to be.

So much has been said and written on various types of almshouses that I do not feel called upon to discuss at any length almshouse plans or construction. Briefly, we need a building, properly heated, allowing for separation of sexes; ample fire protection and fire escapes; well-equipped kitchen and laundry; well-arranged sleeping quarters; intelligently planned sanitary conveniences; an assembly room, or dining room large enough to use for an assembly room; rest rooms for the women and smoking rooms for the men; adequate hospital accommodations; provisions for the superintendent; and, above all, proper, comfortable quarters for the employees. I emphasize the latter because its lack is the cause of inefficient and constantly changing help, a serious detriment to proper almshouse administration.

The smaller the house, the more chance that it is really a home, and the larger, the surer it is to be just an institution.

One adamant rule, large or small—the house must be clean—eternally, chemically, if necessary, but absolutely clean. It must be properly heated, and by that I mean we must not lose sight of the fact that people 72 years old consider a temperature of 72 degrees chilly.

\* Read at the Forty-fourth Annual National Conference of Charities and Correction, Pittsburgh, June 6-13, 1917.

It should be, in larger institutions, provided with real ventilation and a constant change of air, and reasonably free from drafts.

Beds should be standard iron; mattresses comfortable; blankets and not comforts. Benches, except for able-bodied men, are not furniture; every old man and woman should be provided with a comfortable chair. "Trivial," you say, but you are not an inmate; I have to sit on that uncomfortable bench hours a day. And while we are on the little things that to the inmate are big things, let me urge that, in the women's dining room at least, small tables be provided.

As for personal cleanliness, there should be generous provision for lavatories, and individual towels are requisite. Bathing should be systematic and intelligently supervised.

That inmates are properly clothed is only the beginning of the clothing proposition. I am absolutely against uniforms for almshouse inmates; I mean the type of clothing lacking individuality and branding the wearer as a public charge.

Provision must be made in every almshouse for proper storage facilities—for the care of winter clothing during the summer—for cleaning, mending, and, if the institution is of sufficient size, for making clothing.

It should be a hard-and-fast rule in every institution that no new article is issued until the remnants of the article to be replaced are produced and destroyed. This is one potent factor in controlling waste.

Inmates have a right to expect clothing suited to their condition, occupation, if any, age, and the climate. As, for example, properly fitted shoes are a right.

In regard to food, what shall the standard be? A sufficient amount of well-cooked, nutritious food, varied and suited to the condition of the consumers. Invalids and the sick should have the advantage of a dietary provided by the physician.

A large institution is forced to employ the services of one particular physician; however, I feel that this should not mean that certain cases should not be allowed to have visits, at the public expense, from their own practitioner. There is criticism, from time to time, of the city or county doctor, and especially if he is a part of a political structure or working on a small per capita charge.

As an almshouse inmate I am entitled to good medical attendance, and I look to the administration to furnish the same standard as they employ in their own families. If I am seriously ill, I should not be turned over to the care of other inmates, but I have a right to demand proper nursing.

Shelter, food, clothing, personal cleanliness, medical attendance—these things I demand.

## II. THE THINGS WHICH MAY BE ASKED.

I have a right to ask for kindly attendance. The selection of a superintendent and matron is no easy task for the poor directors. But the proper selection having been made, the problem of administration as far as the directors are concerned comes down to adequate supervision.

Whatever else a warden may possess in executive ability, he must be honest and kindly. We can get along without many other good qualities, but these two must be evident. It is well that he should be industrious, just, and economical. Even a moderate drinker should not be considered for the position.

If a superintendent cannot be trusted with the purchasing end of the institution he should not be held responsible for an excessive per capita cost. He should do the buying and he should be held responsible. He should have the employing and discharging of his assistants and be responsible for them. In a word, he must be the responsible head of the institution, and, unless he is, the success of the institution is never assured.

The matron must be a woman who has lost her temper for all time, a good manager, and, in a word, a mother to the inmate family.

The administration must be conducted for the proper care of the inmates. The institution exists for its inmates—not for one type, one group, but as is best for all.

Proper care should never be subordinate to mere economy—that is, a parsimonious administration is seldom efficient, and the best possible care is in reality true economy.

We hear a good deal these days on the proper grouping of almshouse types. Shall it be according to age, according to physical or mental handicap, according to creeds, races—what?

When I am an almshouse inmate I want to be placed in a group with whom I can congenially mix. I protest, should I chance to be a cripple, at being lodged with cripples, fed with cripples, always associate with them. I want an optimistic outlook even in an almshouse. I want to be allowed to mingle with kindred spirits. Why change the social status of the world because I am within almshouse walls? The only successful grouping I have ever seen was along the above-described lines and in most cases was the result of natural selection on the part of the inmates themselves. I'm speaking from the inmates' standpoint.

Again, as to visits from friends: I expect to be able to receive my friends, if I have any left, when I am an inmate, at least once a fortnight. In most almshouses, why do they not come oftener? It is necessary in large institutions to have visiting hours, usually from two to four one afternoon a week. Did it ever occur to you that my friends are working hard from two to four every afternoon so that they may not be obliged to join me here permanently. Why not allow visiting from one to five every Sunday and every holiday? Because that time is not convenient to the superintendent and the assistants? Well—whose almshouse is it?

### III. THE THINGS WHICH MAY BE HOPED FOR.

I have said what I have a right to demand, also what I have a right to ask for or expect; now comes what I hope to receive.

The legal responsibilities of the authorities are to provide proper care and alleviate distress. Beyond that all is moral obligation, based on the conscience of the community. More and more we emerge from fixed rules, and as certain types formerly inmates have been cared for in other institutions and the almshouse population is slowly becoming standardized in most states, methods are coming into vogue that twenty years back would have been impossible.

And so now the almshouse inmate expects more of the administration and in progressive communities usually gets it. There is always the brake on the car of progress, the chief obstacle is the citizen who denounces a heating plant as too luxurious; then he protests against bathrooms, nurses, electric lights; he has much to say against the introduction of elevators in the older high buildings. His stock phrase is, "It's too good for a poor-house and those who go there." He has a reason, many times, for his stand, and that reason lies in the unbusinesslike method of admitting and in the lack of investigation and lack also of a systematic housecleaning. He sees only the one man or woman personally known to him, whose life has been a riotous failure, and whose mental or physical collapse has necessitated custodial care; or he is acquainted, as we all are, with the winter inmate, who has to be outfitted at public expense, fed, and nursed, only to resume his usual summer career of fleeing from work. My friend the obstructionist, however, becomes a valuable ally when some unfortunate old man or woman in whom he is interested becomes an almshouse inmate: it is the same obstructionist who then demands things heretofore impossible, because they mean happiness for his particular friend.

I, as an inmate, want recreation, work, religious services, and the right to report abuses and not suffer for so reporting.

I think it should be the duty of the superintendent, with the strong backing of the directors, to enlist the cooperation of various church societies and fraternal orders so that entertainments can be provided for the almshouse people—talks, concerts, simple treats, and in some cases moving pictures. I believe that every almshouse should have its Christmas observance, a tree, little remembrances and gifts, and above all the Christmas spirit that to many poor old people banishes for a time the feeling of complete dependence. Men and women should be provided with games, papers, magazines, etc. I

know one almshouse that provides a car ride and annual picnic; and another where one of the ladies of the community opens her home for a whole day and entertains the old ladies. Such events provide pleasant anticipation and hours of wonderful memories. Rather a good investment in almshouse administration, as is anything that brings about the spirit of contentment.

We have not advanced rapidly in the matter of providing variety of labor for almshouse inmates. There is a strong sentiment against the manufacture for sale of articles that would compete with legitimate trade—pauper competition. This, however, should not prevent light work, suited to their age and physical condition, being provided for the inmates. The work test is a good indicator of character, and it is but human in the average superintendent to stretch the rules to their utmost to favor the willing and cheerful worker.

For the women there is always the family mending, general cleaning, ironing, assistance in the kitchen, and in the hospital department of the larger institution. However, it is surprising to note how few women who become almshouse inmates are able to use the needle. In some instances we find a little money earned by knitting, quilt-making, rug-making, and the like.

It is the task of the intelligent superintendent to fit the inmate to the proper kind of labor, nor should he forget that the shoemaker of the world may by preference forsake his last and become a good farmhand.

Beyond community labor—that is, the tasks performed for the benefit of all in the institution, the field for men is limited. A few men bring their trades with them and prefer to continue them, but they are few; perhaps this is because a majority of the men inmates come from the ranks of unskilled labor. Some men pick up the knack of making things easily, and if any encouragement is offered an industry will be established. If this is the case, a definite policy should be established. Articles must be sold through the office and visitors not importuned to buy. The money may revert to the maker if he or she can be trusted with it; if not, it can go into a community fund to be used to purchase extras for the hospital ward, for the Christmas dinner, for new records for the phonograph, or what not. At present this work is universally considered recreation, there being no obligation on the inmates' part. And, as previously mentioned, it is doubtful if the public would approve of workhouse methods in the average almshouse.

It is always a hard task to convince the average citizen that every almshouse inmate should do something, be it ever so little, as his bit for the community welfare. There is no question of the benefit to all concerned of such a measure and without question most superintendents will report that in almshouses where a system of labor is properly handled complaints are few. I am not to give the impression, however, that all work should be done by inmate labor; it has its limitations.

If I am an inmate of an almshouse housing over a hundred inmates, I feel that religious services should be held at least monthly, preferably weekly. If the management will not arrange for such services at the home, then, if I am able and can be trusted, I should be allowed to go to church. If I have friends or relatives who are able to do so and care to have me visit them for a week or more and I am able to go, I should be allowed to go, but I should not be allowed to go if it has a detrimental effect upon my conduct when I return.

I want the right to protest to the directors or higher authorities against the fact that I am made to hear hardship or conditions unnecessarily harsh, without suffering additional discomfort because of the complaint.

It is here that I feel it is the duty of the State to step in, no matter in what capacity the State board serves, whether it be to govern or to supervise. I believe all complaints should be investigated. I do know from experience that only a small proportion of the complaints are just and founded on fact, but I also know that the few honest complaints need speedy adjustment, and I feel that the administration should allow free complaint and avoid public scandal.

A heralded official inspection is useless as an investigation of actual conditions, and an inmate during such inspection has little or no chance to state

his case to a visiting official. It is true we hear on all sides the depreciation of "pauper evidence." I have found that "pauper evidence" is apt to be as reliable as ordinary evidence, and if the cause be just, even if crudely revealed, still convincing. I most certainly detest investigations of the pyrotechnic variety, because they do more harm than good, frighten the inmates, hamper the superintendent, and end in the usual pail of whitewash, with the abuses still existing. Investigations carried on by volunteer committees, composed of individuals zealous in the desire to stamp out wrong, but ignorant of almshouse inmates or almshouse conditions, knowing little of standards, bring havoc to the administration and at times force open insubordination, a condition that may take years to stamp out and make it all the harder for both inmate and administration. It is wise, then, to leave investigations to the directors or the State.

I don't believe any institution can be rightly managed without suitable rules and regulations, properly enforced, but handled with some degree of elasticity. I believe that no man or woman inmate should be allowed to become a leader of discontent, and it is the wise superintendent who can see the small cloud on the horizon and prepare for the tornado. It is here the individuality of the official counts, and I have found that the superintendent who in the good American style "kids 'em along" usually averts disaster, rather than the one who by hasty drastic action forces trouble.

All administration should be based on dealings with reasonable inmates, and because many inmates are unreasonable, I have advocated elasticity in enforcing rules. I feel that too often we fail to appreciate fully an inmate's position because we refuse to get into his place and judge conditions from his position.

As long as the inmate population varies in type, as it does in the different states, it is difficult to set a definite standard; only when we all agree upon the types that should rightly form the almshouse family can any true standardization be defined. Nor can it be forgotten that the standard for the small almshouse is much different from that for the large institution, and it is doubtful if one standard can be laid down that will cover the two except in the fundamentals.

The first problem would be standard types, then standard laws. Are we to continue the almshouse, or are we to establish in its place the infirmary? The drift is toward the latter. As far as I can see the almshouse types of to-day are (after putting onto the State or county the care of the criminal, the mental defectives, and the child) the sick, chronic, the aged, cases of mild mental defect, cripples and blind unable to earn a living, children awaiting placement, non-producers whose peculiarities prevent self-support, the winter intruder—and of these, eventually, the winter intruder is bound to go. Where most institutions care for one type, the almshouse cares for many, so are its problems multiplied.

There should be uniformity in laws, at least in as far as the following:

Criminals should not be committed to an almshouse.

All inmates should be required to perform labor as far as their ages and physical condition will allow.

Acute alcoholics should be forbidden the almshouse unless its equipment is such as to permit of their being isolated and receiving hospital care.

Children should not be taken for a period exceeding sixty days, and then should be kept separate from other inmates.

Married couples should be allowed the comfort of each other's society during the daytime at least.

If groups based on these types and administration carried out under the provisions of law as outlined above could be combined, standards could be devised.

From the inmate's standpoint he certainly has a just grievance if anyone and everyone who does not just fit in some other place is forced into the inmate family.

It is also true that little attempt is made to reinstate inmates in occupations when self-support can be acquired. Of course, the larger the institution the more easily an individual gets lost and the less is his chance of

getting back into an independent position. But it is the large institution which needs proper investigating facilities to determine the feasibility and advisability of discharging. No institution is doing its part unless someone will undertake effort with the individual, and I believe such effort is a measure of economy. To be a success it takes work, and hard work, on the part of an investigator who is willing to forgive an endless number of times and to whom discouragement is an unknown word. Perhaps this is because as compared with other kinds of dependents, we have considered the average almshouse cases as unpromising if not hopeless. It is probable that among men admitted for the first time at least one-quarter could be assisted to independence and future admission postponed. With women it is different; few women, unless rightly to be considered inmates, apply for admission, and usually their entrance is due to the fact that they have ceased to be earners. And in some cases it is difficult to retain women who, the authorities feel, should not be surrendered from the custodial care furnished in an institution.

The almshouse has suffered from the fact that little attempt has been made at house-cleaning. Had we been as zealous with its inmates as with the dependent families under our care we could, under usual standards, assume that we had done our full duty, but when a case is admitted to the almshouse the investigator who has followed it usually sighs and writes "Finis" on the record, and it is closed.

I have confined myself to the institution, and purposely, because the problem of the farm end belongs to the Department of Agriculture. I have made many mental notes, however, relative to the farm end of the institution, and I'm bound to say I find myself damning with faint praise the mixing of agriculture and the care of the indoor poor. The decadence of the farm dates back in Massachusetts to the time the insane were turned over to the care of the state; this caused a lack of labor and consequently an increased cost in farm expenses. However, it must be added, in justice to the threefold county institution—that is, the organization handling the poor, the insane, and petty criminals—that a farm is a necessity and a big factor in practical employment and economical management. But I am swinging to the idea that the present conditions are such that the infirmary is gradually taking the place of the almshouse. This is but natural; the poorfarm succeeded the workhouse, the almshouse or home for the aged succeeded the poorfarm, and now the hospital or infirmary is bound to succeed the almshouse.

## "FINANCING THE WAR THROUGH COMMUNITY SAVING."

[By National Committee on Prisons and Prison Labor, Committee on Waste; RICHARD S. CHILDS, Chairman.]

"American women can assist in solving the problem of war finances by extending their household methods of saving to municipal housekeeping. They can assist in increasing the revenue of the municipality without increasing the rate of taxation." This is the conclusion reached by H. L. Baldensperger, formerly of the Department of Economics of the University of Pennsylvania, after careful investigation for the National Committee on Prisons and Prison Labor of the waste conservation inaugurated by Superintendent John L. Whitman, at the Chicago House of Correction. He believes that the utilization of the inmates of the public institutions in sorting and preparing the waste commodities of the municipal departments will add materially to the wealth of the nation. If the system were widely adopted it would be a factor in winning the war.

"The women of Canada have inaugurated waste paper saving campaigns which are highly successful, but," says Mr. Baldensperger, "if the various women's civic federations of the country will get behind this system of waste conservation and support the heads of the local correctional institutions who are anxious to adopt this system they will make even a greater contribution to the national service than did the women of Canada."

"The educational campaign for the elimination of waste can be successful only in part. Its success depends upon a rather high degree of intelligence or an income sufficient to enable the housewife to buy according to the

fluctuations in quantities large enough to permit proper storage. But the vast majority of American families have not the advantage of either of these conditions. Struggling on a small income of \$1,200 or less a year to support a family—man, wife and three children under fourteen years of age—it is rather hopeless to expect the mother to be in touch with these avenues of utilizing and conserving waste products of the home. Her poverty makes her wasteful. Increasing rents are forcing families into more and more restricted quarters, and commodities which can be saved in the spacious houses of those living in the agricultural and rural districts of the United States must be thrown aside in the congested districts of the cities.

"It has been found upon investigation by the the industrial department of the Federated Jewish Charities of New York that there is an average household waste of \$12.50 (not including household waste) in the average family of five persons. Under our present method of handling waste this material is either carted away to the dump by the street cleaning department or carted out by the janitor and destroyed in the heating plants. Therefore, the waste of the community can only be retrieved at the dump. Arrangements should be made to prevent the destruction in the reduction plant of these valuable waste commodities.

"One reason for the failure to adopt methods of conservation has been the increasing cost of labor. Sorting and preparing the material are practically all done by hand. It is cheaper for the average industry to buy new material than to attempt to resort old material. This American business method of cutting the labor costs by scrapping the waste commodities has been persistent on the resources of the country. The war is taking a large army out of industry which will further increase the cost of labor and lead to a greater increase in the amount of material scrapped. Therefore, in order to conserve our resources, it is necessary for us to discover some new methods of decreasing labor cost in order to utilize the ever increasing waste of the scrap pile. Such a method has been discovered. It is the incapacitated, those whose mentality makes necessary their maintenance and supervision in public institutions, who can be made the principal factor in solving this problem.

"The experiment has been tried successfully in the Chicago House of Correction. The superintendent employed the outcasts of society on the conservation of waste of the municipal departments. After one year of operation he made a return to the city equal to 50 per cent of the cost of maintaining the institution.

"A trial of the modern system of employing convict labor on State work side by side with the former contract labor system led to the denunciation and complete elimination of the latter in the Chicago House of Correction. At first there was not enough work found for the several thousand inmates under the new system on account of the local limitations. Farming was out of the question because there is no farm land available in the part of the city of Chicago. Superintendent John L. Whitman saw an opportunity in the utilization of waste material in the municipal departments and the members of the city council authorized him to proceed with his plan. He obtained an appropriation of \$10,000 to purchase six motor trucks for use in the collection of waste. He also went into the business of repairing discarded articles of furniture for the schools and municipal departments.

"The project was successful from the start. Articles which had formerly been thrown aside or sold for a pittance now made a return of hundreds of per cent. Electric light bulbs discarded as burned out proved often to be in excellent condition when tested. The cleaning force of the public institutions who are accustomed to throw aside bulbs to save washing are now contributing to the revenue of the city. Thousands of dollars spent annually for the storage of discarded furniture and equipment were saved. Articles formerly regarded as worthless were repaired and resold to the departments that discarded them.

"The year before the establishment of the salvage work at the House of Correction, the city received \$13,000 from the sale of unclassified junk. The following year the departments were credited wth \$86,000 for their waste,

the city treasury received more than \$10,000 for the labor of prisoners, and \$40,000 was set aside for the relief of prisoners' families.

"Reduction methods employed by commercial waste dealers destroy many valuable by-products. It is impossible to conserve them by using free labor at the present market wage. Superintendent Whitman conserved these by-products because he used physically incapacitated men who work efficiently only under the restraint of a public institution. For instance the inmates cut the lead and wire from conduit wires by hand, and in six months added \$11,000 worth of rubber to the fast diminishing supply. The burned out electric lamps were sold by commercial dealers for the brass sockets and flint glass. One inmate of the House of Correction was given the job of picking out platinum used in lamps which were made before platinum became more valuable than gold, and this amount of hand work conserved \$9,000 worth of platinum in less than a year.

"The project will succeed elsewhere. The National Committee on Prisons and Prison Labor has prepared as part of its war contribution to the country specifications for sorting and suggestions for shop arrangements, which can be obtained from its New York City office, Broadway and 116th Street.

"The women of America are seeking avenues of service. No greater service can be rendered by American women than the conservation of waste. Our artificial manner of life makes the waste conservation movement larger than the movement for conservation within the home. It is a problem of municipal housekeeping. Women have naturally been the leaders in this field. The various women's civic organizations working for efficiency in municipal government, should get behind this scheme of waste conservation and support the superintendents or wardens of their local institutions in inaugurating it. The most conservative administration will be forced to heed this call for efficiency in municipal housekeeping."

#### CONSERVING CANADA'S COMMUNITY WASTE.

Democracy must fight waste to make war. Waste as well as war is bleeding Canada; but America need not lose her vitality in both directions. Canada and England have dabbled at waste conservation for three years; the United States must make progress more rapidly. Isolated projects for waste conservation exist; the task of assembling these and developing a complete system now faces the United States.

Waste of men, money and material, characteristic of our previous systems of industrial and political life, can not be tolerated in a day when the fruits of victory go to the people who most efficiently mobilize their man power and resources. The war will force America to reorganize her present cumbersome economic system.

Waste has characterized the life of the western world. The people of the dominion as well as the states have the same inherent fault. Struggling against the untamed forces of nature, handicapped by a lack of capital and labor, the founders of the western civilization destroyed in order to produce. A different political system, a mere political boundary, could not protect either from the faults of an economic system kindred to both. Canada, however, is facing the situation. The war has forced a readjustment.

Waste, not only war, is bleeding Canada. Not only the faults of her own people, but also the wasteful habits of the people of the states are contributing to the force that is draining her national strength. To-day the United States is suffering from a serious shortage of paper-making stock, including waste paper. In this endeavor to overcome this shortage, we are drawing heavily on the Canadian supply. Canada can only meet this situation by destroying her forests, by diverting her man-power from more necessary lines of industry. The people of both countries are equally at fault, but we, through our superior purchasing power, are unwittingly throwing burdens upon the shoulders of a people who have already contributed more than their share to the forces fighting for an enduring peace.

Canada is calling upon her people to check their wasteful habits. The commission on conservation, the Canadian Pacific Railway, and other official

and semi-official organizations are attempting to correct this fault. The women of Canada have taken the lead in this movement. The Daughters of the Empire, a woman's organization of national scope, has inaugurated waste saving campaigns that promise to contribute much to the national wealth.

Canada's campaign has been limited largely to the conservation of paper stock. This material is easily saved and handled. It is estimated that Canada destroys 500,000 pounds of waste paper weekly. In order to replace this paper, it will require the cutting of at least 2,000 trees weekly. Every ton of paper saved also saves eight trees of mature growth which would be used in producing the equivalent amount of paper stock. Combine with the home consumption that of the demand of the United States and it will be seen why Canada may have cause to welcome us as a military ally but fear us as an economic one.

The waste campaign is voluntary and is carried on without active government cooperation. In the city of Toronto, the Daughters of the Empire inaugurated a vigorous waste paper saving campaign; large motor trucks, operated by women make daily rounds of the homes collecting waste paper, cast-off clothing, and other waste material. A woman's organization of Ottawa collects thirty-five tons of waste paper a month. Five tons of waste paper was the contribution of the school children of eight schools of Winnipeg the first day the campaign was inaugurated in that city. Canada is endeavoring to eradicate the faults of the past by teaching the next generation thrift through trash.

Conserving the community waste for war service is not a Canadian idea. The British municipalities inaugurated the scheme shortly after the opening of hostilities. The local government board made an appeal to the people to conserve waste material in order to conserve the national supply. The demands of British and Allied armies were making serious inroads on the market. It was impossible to meet the demand by increasing the flocks. The land was needed for intensive cultivation and expansion of the flocks would require several years. The conservation of woolen rags for the manufacture of shoddy was the only solution. Also the demand for cartridges was rapidly consuming the paper supply. Waste paper is treated chemically and manufactured into cartridge shells. Therefore the government called upon the people to conserve these two valuable waste commodities.

The British plan of conservation was extra-governmental. The citizens gave the use of their stables and garages as depositories, central sorting stations were given rent free, hospital ambulances or trucks of various commercial houses were lent for the collection, and in many cases the labor of sorting was volunteered.

The Canadian and British movement for the conservation of community waste will be partially successful during war times. Its success as a peace time movement is problematical. Volunteer labor at its best is a doubtful quality. Nor is it advisable to divert skilled labor or trained minds to this type of work. A logical system which should prove successful both in peace and war times is to make this type of work an integral part of the government. The need for storage places, collection, and sorting can be successfully met by employing the vehicles of the various city departments and the inmates in the public institutions. The mentally and physically unfit can be employed at useful and interesting work and those fitted for other lines of work will thus be freed for the national service.

One municipality in the United States has pursued this method with marked success. The superintendent of the Chicago House of Correction has employed some of the inmates of that institution in saving and sorting the waste of the various city departments. He adopted this system before the war and caused such phenomenal increases in the price of waste material so that his project can not be viewed as a war-born industry.

Experiences of Canada and Great Britain show that waste conservation as a war time measure has a distinct value. The work of Superintendent Whitman proves that it will solve many of our municipal problems of meeting the after-the-war financial difficulties. The committee on waste of the

National Committee on Prisons and Prison Labor has made a careful investigation of this system as a part of its war contribution and is certain that it can be successfully employed in other centers. It is simple of introduction, requires little capital or machinery, and only a sincere desire to be of service to the nation. Superintendents and wardens of county institutions who sincerely desire to make their institutions a community asset instead of a liability can do no better than to investigate this matter. Materially covering the details of this work has been prepared and will be furnished to any one who desires it by the War Bureau, National Committee on Prisons and Prison Labor, Union Trust Building, Washington, D. C.

The question of war finances is acute. One method of solution is to find new sources of wealth. The Chicago system has found a new source of material wealth. It rests with the community if they will adopt it, if they will take a leaf from the book of experience of Canada and England and will start a waste conservation movement that is certain to make an ever increasing return to the community not only in times of war but also in times of peace.

## TWO MERITED PROMOTIONS.

Mr. Joel D. Hunter who made a distinguishing record in Illinois as the chief probation officer of the Chicago Juvenile court has moved to California where he becomes the secretary of the state board of charities.

Mr. Hunter made his department known the country over.

California is fortunate and is to be congratulated on securing so competent and so well equipped a man.

His position has been filled by civil service examination. Mr. W. S. Reynolds who has been superintendent of the Illinois Children's Home and Aid society made the highest grade and has been appointed.

Mr. Reynolds came to Illinois from Indiana several years ago and has made good on all the predictions of his Indiana friends and his records in the charity service of that state.

Both these men possess the rare qualities which are necessary to success in the public service, especially at the time when that service is more or less experimental and pioneering. They are broad in their views, see their work in the true relation which it bears to many other lines, and above all, are able to interpret into practical benefits to society, the principles which have been considered more or less visionary.

Both men have convinced the public of the absolute necessity and the practicability of the work which they undertook at a time when it was looked upon as a fad or luxury.

## TO REGULATE INTERSTATE CHARITY SOLICITATION.

Regulation by law of the solicitation of funds from the public for charitable or social reform work has been desired for a number of years and several efforts have been made to draft bills that would bring about the desired end. At the last session of the Illinois General Assembly much attention was given to such a measure but obstacles presented themselves which seemed insurmountable. It is agreed that legislation to curb solicitors for objects which are fraudulent or misrepresentative, or obviously overlapping is very much to be desired. A system of licensing has been proposed as a partial remedy.

The federal congress has tackled the problem so far as it relates to the use of the mails and interstate solicitation.

A bill is pending which State Boards of Charity and similar organizations are being asked to support. The bill has strong backing, especially at this time when so many efforts are being made to raise money for war purposes. The time and the field are rich for frauds in charity and legislation of this character appears to be necessary.

The bill as presented reads as follows:

A bill to regulate solicitation of funds for educational, charitable, and philanthropic purposes, and for war aid and war charity.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Commissioner of Education be, and

he is hereby, given full power and authority to issue licenses from time to time, and to revoke the same from time to time, authorizing the solicitation by individuals, societies, clubs, associations, or corporations of funds and other property for the following purposes:

- The aid and relief of the poor.
- The education of all classes.
- The improvement of moral and social conditions.
- The uplift of mankind.

Aid and relief in the prosecution of the war in which the United States is now engaged, or for the use or benefit of any hospital or relief service connected with the prosecution of said war.

Aid and relief to the soldiers and sailors who are or have been in the service of the United States in said war for their individual benefit and comfort.

Aid and relief to the families and dependents of soldiers and sailors killed in the service of the United States during said war.

SEC. 2. That it shall be unlawful for any individual, society, club, association, or corporation to solicit any money, property, credit, or thing of value by means of any letter, circular, or advertisement transmitted through the United States mails for any war aid or war charities of the character enumerated in section one of this Act without having first obtained a license as provided herein.

And, further, that it shall be unlawful for any individual, society, club, association, or corporation to solicit any money, property, credit, or thing of value by means of any letter, circular, or advertisement transmitted through the United States mails for any of the purposes whatsoever enumerated in section one of this Act if the residence or headquarters of the solicitor is outside of the State in which the soliciting is done or if the beneficiaries in whose behalf the funds are being raised are any of them residing outside of the State in which the solicitation is being made, without having first obtained a license as herein provided.

SEC. 3. That all applications for licenses to solicit for any of the purposes as aforesaid shall be in writing, addressed to the Commissioner of Education; shall be accompanied by an application fee of \$2.50, and shall state in detail the particular purpose for which the applicant desires to solicit, together with the amount desired to be raised and the method and channel of disbursing or distributing the same, and whether or not compensation or a commission is to be paid for the subscriptions, funds, or other property obtained by such applicant and the amount of such compensation or commission. If such application shall be on behalf of an individual, it shall state the name, age, sex, residence, business, and occupation of the applicant. If such application shall be on behalf of a society, club, association, or corporation, then said application shall state the name, office, or place of business, whether incorporated or unincorporated, and if incorporated, when and where incorporated and the objects and purposes of such applicant and the names and residences of its officers. Every such application, if made on behalf of an individual, shall be signed and sworn to by such applicant, and if made on behalf of any society, club, association, or corporation, shall be signed in the name of such society, club, association, or corporation by the president or secretary thereof and shall be sworn to by such president or secretary.

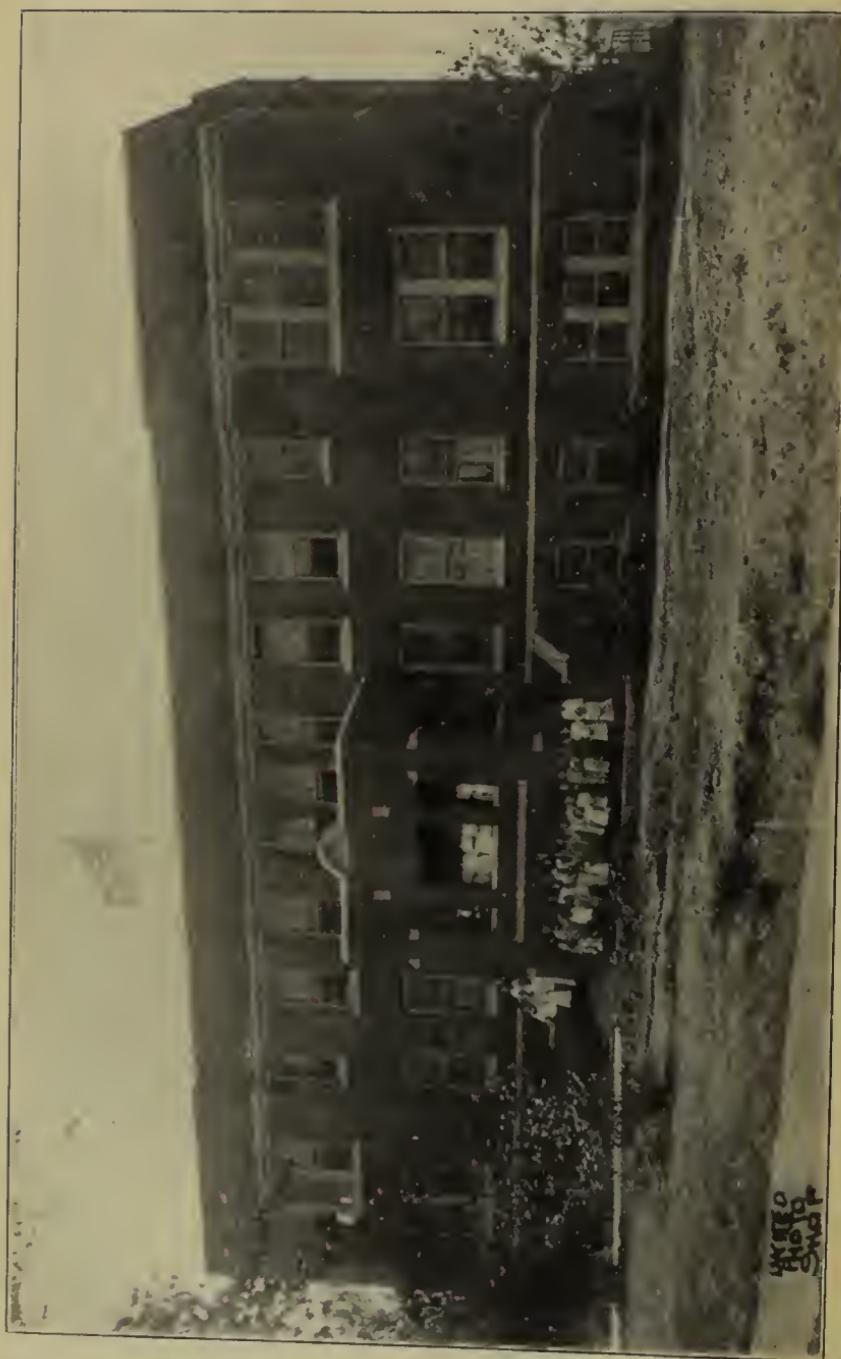
SEC. 4. That all individuals, societies, clubs, associations, and corporations to whom licenses as aforesaid shall have been issued by said Commissioner of Education, shall obey and comply with all the rules, requirements, regulations, and directions that may be issued from time to time by said Commissioner of Education, and the said Commissioner of Education shall have the power to revoke any license that may have been issued by him upon failure of the licensee to comply with the rules, requirements, regulations, and directions that may be issued from time to time by said Commissioner of Education, and the said Commissioner of Education shall have the power to revoke any license that may have been issued by him upon failure of the licensee to comply with the rules, requirements, regulations, and directions prescribed by said Commissioner of Education or whenever in his judgment the purpose of said license have been accomplished or have ceased to be useful or necessary.

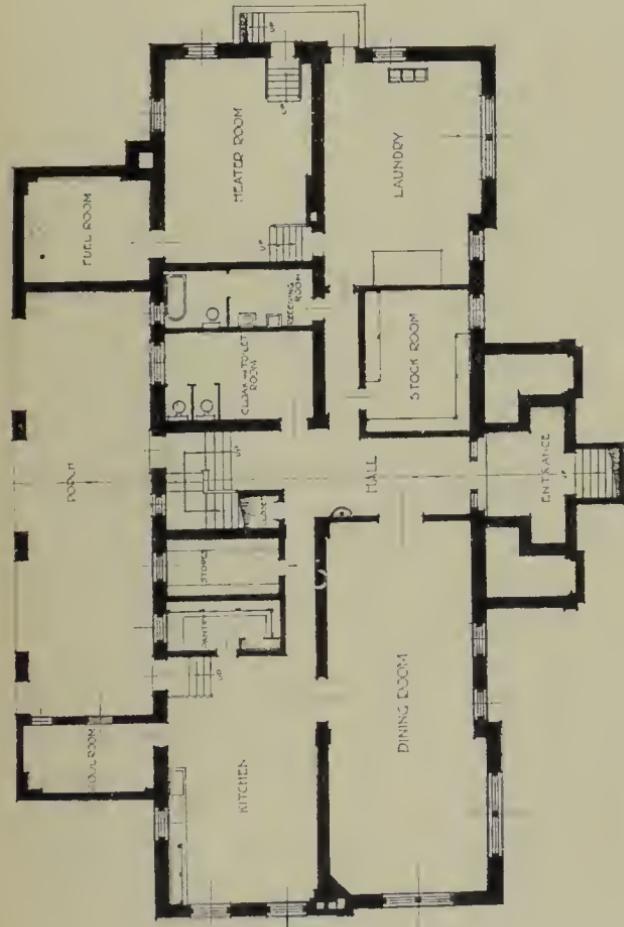
SEC. 5. That any individual, society, club, association, or corporation, or any officer, director, or member of any society, club, association, or corporation who shall knowingly violate any of the provisions of this Act shall be deemed guilty of a misdemeanor, and upon conviction thereof shall be fined in a sum of not exceeding \$1,000 for each offense.

SEC. 6. That nothing contained in this Act shall be construed as prohibiting the family or friends of any soldier or sailor who is or has been in the service of the United States during said war from supplying such soldier or sailor or the family and dependents of such soldier or sailor with any moneys, goods, articles, or property of use or of conduct at any time, or any society, club, association, corporation, congregation, or religious association, or corporation from soliciting any war aid or war charity as aforesaid among its own members, unless such solicitation shall be prohibited by the regulations of the military or naval authorities of the United States.

## A SUCCESSFUL PRIVATE INSTITUTION FOR GIRLS.

The women of Bloomington, Illinois, who have charge of the Girls' Industrial Home have recently completed a very wonderful building and financing project.



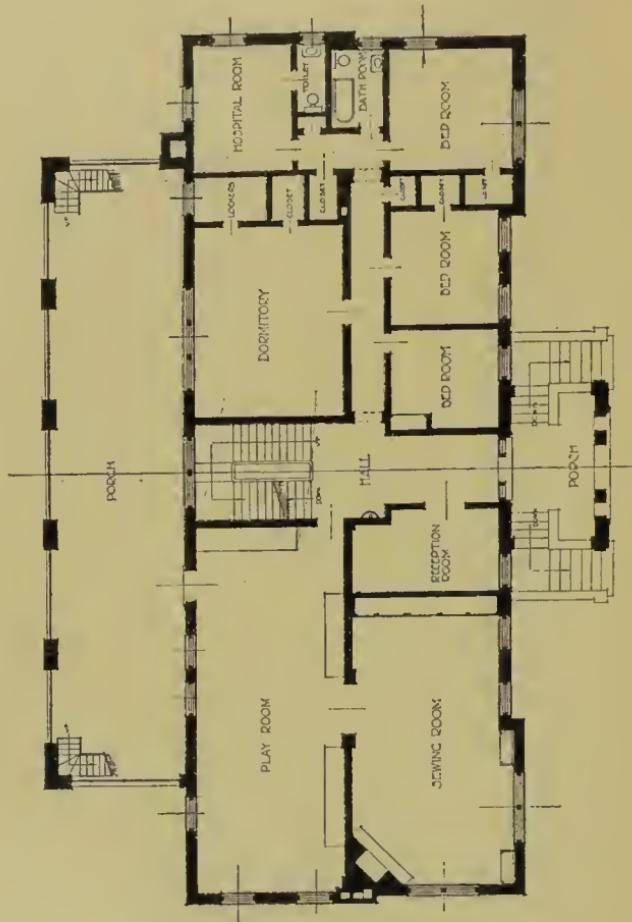


ALBURNETT ARCHIT.  
BLOOMINGTON ILL.

GROUND FLOOR PLAN  
GIRLS' INDUSTRIAL HOME - BLOOMINGTON - ILL

Ground Floor Plan, Girls' Industrial Home, Bloomington, Illinois.

24  
S.A.C.

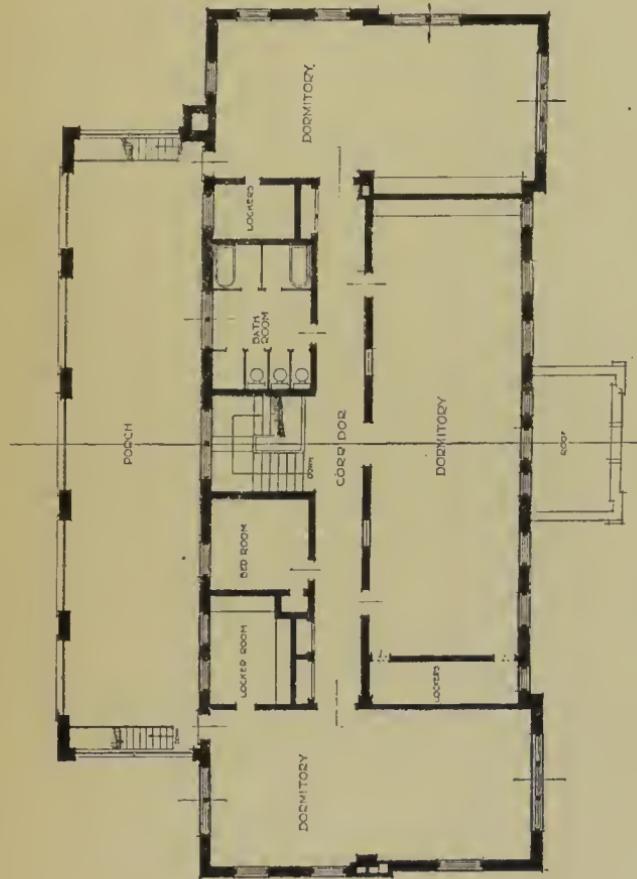


ALBULBURY, AGENT  
BLOOMINGTON ILL.

FIRST FLOOR PLAN

First Floor Plan, Girls' Industrial Home, Bloomington, Illinois.

25  
D. B. & C. Co.



## SECOND FLOOR PLAN

ALPHONSE BURPY-ARCHITECT  
BLOOMINGTON, ILL.

## Second Floor Plan, Girls' Industrial Home, Bloomington, Illinois.

214  
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They have erected and furnished a new fireproof building, 100 by 40 feet, planned on the most modern lines, furnished it throughout, and have paid for it in cash from funds voluntarily contributed by the people of Bloomington and McLean county.

In these times of high prices of building material and labor, it is difficult to understand how a building of such size and excellence of construction could be had for so small a sum of money, namely, \$26,000. The building will accommodate seventy-five girls.

The institution is organized under the Industrial School Act and is twenty-nine years of age.

The purpose of the home is three-fold:

*First*—To provide a home for dependent and homeless girls of all ages under eighteen.

*Second*—To furnish a boarding place for girls, having some friends who will be responsible for their support while in the home.

*Third*—To secure permanent homes in responsible families, either by commitment or by legal adoption.

For years it occupied rented quarters, but from the start its work has been so efficiency done that it has appealed to the generosity of the local public and to-day it owns three acres of valuable land in the city of Bloomington and the new building, all of which is entirely free from debt, and valued conservatively at \$35,000. The new building is fireproof. It is liberally equipped. All the living rooms, working quarters, and dormitories are light, well ventilated and plainly but well finished. It has its own heating plant, and its own laundry.

The need of such an institution in this locality may be seen from the fact that since its inception it has annually provided a home and care for from twenty to sixty girls, and in that time hundreds of girls have been helped to become good and useful women through the Christian influence of its home life, while scores of families have been brightened and blessed by the little bright-eyed baby or girl they have taken from the home.

It is the aim of the management to make the home, not institutional in any way. There are no uniforms for the children, there are no rules, other than those of the home, there are no locks and bars.

The children go to the public school like other children, suitably dressed; they go to church and Sunday school; they go to picnics; they play and visit just as do the children whom the world calls fortunate.

A kindergarten training is also provided, by volunteer workers, for those under school age. Under the direction of the heads of the various departments, the children are all given such training in domestic science as will enable them to become useful members of the families in which they may be placed, as well as self-supporting when they attain the age limit of the home. They are also required to assist in the care of the grounds, garden, chickens, and cows.

The home has existed long enough for very many of the children to grow up and have homes of their own, respected women of their communities.

The doors are always open to the homeless child. Always and at any time, the homeless child may come in and be cared for, educated, taught useful acts, and remain as long as it is necessary for her to stay.

The corporate powers of the home are vested in a board of sixteen members, four of whom are the officers, who are elected annually by the board of managers.

The officers of the present year are: Mrs. E. R. Morgan, president; Mrs. J. A. Bohrer, vice-president; Mrs. H. C. DeMotte, secretary; Mrs. Paul Beich, treasurer.

The board of managers for this year are: Mrs. George Parker, Mrs. Howard Humphrey, Mrs. Alfred Sample, Mrs. Horace Soper, Mrs. C. C. Alörich, Mrs. W. B. Carlock, Mrs. C. M. Noble, Mrs. Charles Brokaw, Mrs. J. T. Lillard, Mrs. Frank Aldrich, Mrs. H. O. Davis, Mrs. Gordon Cole. There are four employees to care and teach for the children. They are: Mrs. Suttle, superintendent; Mrs. Ames, matron; Miss Forney, seamstress; Mrs. Green in charge of laundry.

## SUGGESTS NEW LAWS FOR PRISONERS.

A recommendation, that State's attorneys be legislated the power to amend indictments in form as well as substance as long as the amendment is in furtherance of a legal statement of the offense for which the grand jury found the indictment, was made by State's Attorney, Jesse L. Deck, of Macon County and retiring president of the Illinois Society of Criminal Law and Criminology at the annual convention of the society at Danville.

State's Attorney Deck in his address declared he could see no reason why power should not be extended to the person, who drafted a faulty indictment, to correct it and at the same time make it say just what the grand jury intended it should say when it voted the bill.

He pointed out that under such a plan the defendant would be benefited. It also would be a big aid in dispatching the business of Criminal Courts by abolishing the present practice of allowing the defendant to wait in jail until the prosecutor draws a perfect bill and the grand jury makes a return upon it.

He declared that where amendments to the indictment worked pre-judicial surprise to the defendant the statute could provide for continuances in those instances giving the defendant sufficient time for preparation for trial.

The retiring president came out flatfooted against abolition of the grand jury and substitution therefore of direct prosecution between the prosecuting attorney and the Criminal Courts. "Where one initiates all prosecution he wields a tremendous power and is under an over-burdening responsibility," State's Attorney Deck declared.

He advocated allowing the people to have a review of the decisions of our Trial Courts in rulings upon matters of criminal pleadings which is now denied them in this State. Under the present system, he pointed out, if the Trial Court quashes the indictment this is an end of the case whether the court is right or wrong.

He declared his experience has taught him that the benefits of the Parole Statute should be extended to prisoners serving sentences in the county jails. Under the present system, he declared, when the term of court is closed at which sentence is imposed, the court is powerless to modify the sentence.

"The parole system has proven itself a great benefit to prisoners in our penitentiaries," he declared. "Is it not now time to take another advance step and extend its benefits to prisoners who are serving sentences in our jails and work houses."

He also strongly recommended that the age at which children may be found to be delinquent should be raised from the present maximum age of 17 for boys and 18 for girls. He declared it should be at least 18 for boys and 20 for girls. He pointed out that many girls between the ages of 18 and 20 could be saved from immoral lives if the courts had the power to handle them as delinquents thus exercising supervising control over them. By raising the age limit, suggested as to females, males would be deterred through fear of prosecution until girls are two years older from doing those things which tend to lead them astray, he declared.

"So many girls are of immature judgement at 18 that the present statute in many cases falls short of accomplishing the good for them that it should," he stated.

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## AMERICAN AND ENGLISH PENAL INSTITUTIONS COMPARED.

American penal institutions compare very favorably with the English institutions declares Anne Bates, Ph. D., of St. Louis, Mo, who has returned from an investigation of the English prison.

The physical condition of the English institutions were generally good she reported. The buildings were clean and the air pure. Cells and corridors were chilly. The kitchens were clean and the food good. In making a

comparison of the physical condition of American institutions she says the English prisons fall far below the best American institutions but are vastly superior to the worst in this country.

Treating the subject of employment of prisoners in the English institutions the investigator says:

"Prisoners are rarely kept in idleness any length of time. I consider this one of the best features of English prisons. For occupation preserves mental and moral health, and promotes happiness. Much of the work in His Majesty's prisons, except in the Borstal institutions, is uninteresting and uneducative. The making of clothing for a naval academy, laundry work, a knitting machine, perhaps give some training valuable after discharge, and do, I believe, arouse interest. On the other hand the making of mail bags must become very monotonous. Also, during the war, of sandbags, except that the patriotism supplies some interest."

Relative to the attitude of the officers to the prisoners the investigator made the following report:

In the Borstal Institution for Girls at Aylesbury, I found clear evidence of the human relation and good feeling between officers and wards. I shall give that evidence in detail in my account of that institution. Nowhere else have I first-hand knowledge of the usual treatment of inmates of prisons by officers. A visit of an hour or two to an ordered, regulated, systematized institution gives the visitor little more than a superficial view of the physical conditions, and the manners of officials to and before the visitor. The case of the suffragettes as given by newspapers at the time and in some books written by the sufferers would incline one to believe that brutality is not impossible, at least in unusual circumstances. However, that case is too abnormal, and the desire on the part of the women imprisoned to be martyrs too frankly acknowledged, to allow it to have much weight in a general view of the situation. The rules issued by the Prison Commission for officers require kindness, truthfulness and firmness, but forbid friendly conversation. In the Girl's Borstal, this prohibition is not interpreted to preclude some girlish confidences to kind and sympathetic officers. My impression is that brutality is rare, harshness not common, but helpful friendliness not the usual thing.

#### DISCIPLINE.

The discipline in the prisons is severe. The order, I judge, is entirely too good for the real interests of the prisoners. When I asked if the repression did not have a stagnating effect, they told me it did; that they believed the present severe orderliness was worse for the prisoners mentally than the former condition, even with its occasional brutality. However, as it was suggested, the very repression gives scope to the exercise of ingenuity in circumventing it, as in communicating through cell walls by tapping, and in speaking without moving the lips. Solitary confinement is not common; work is nearly always in association. Except in certain special grades, newspapers are not allowed; but books are—novels, histories, books of travel. Conversation is forbidden, and they eat their meals in their cells. Preventive detention prisoners have a much relaxed discipline, and a few in special grades in convict and Borstal prisons may speak a little for a short time each day during one meal in association or during exercise or recreation. The prisoners may speak to the officers, and occasionally to each other, about their work. I believe I found no official who agreed with me that silence had, or would naturally have, an injurious mental and nervous effect.

#### AFTER-CARE.

It is said that no prisoner in England leaves the prison without offer of aid. There are various societies for this work, some aided by government grants, as the Discharged Prisoners' Aid Societies and the Borstal Association. The Borstal Association has agents in many towns, thus making it easier to find work for young persons discharged on license, and also easier to remove them from former surroundings if not good. The association has the cooperation of the police. The members of the Lady Visitors' Association interest themselves in the individual inmates of the female prisons, and thus learn what they desire to do when they leave; they are, at least in some instances, also managers of temporary homes for discharged prisoners.

There are also societies for the aid of prisoners' families; I think the Discharged Prisoners' Aid Societies do some of this work also. The Church Army has a house where the wives of prisoners may earn their living at laundry or sewing, and are instructed so as to become more proficient. There is a creche in the same building for their children, while the mothers are at work.

The industrial and reformatory schools have their own after-care agents, and often make use of the various voluntary agencies for social service. The work of these helpful agencies, so far as I could see and learn, is admirable. But there are the same difficulties as in America. A superintendent of a school deplored the lack of enough supervising agents. Several persons spoke of the difficulty of finding employment for ex-prisoners; many employers would not have them; also they were often ill-prepared for any sort of work; frequently unstable; for the young it is hard to find suitable homes; the Auxiliary Homes,

established in connection with some industrial and reformatory schools for former inmates, are a great help.

The secretary of the Borstal Association in charge of the Girls' Department, discussed with me the difficulties of finding employment suitable for discharged Borstal girls. She said that for that type of girl domestic service was often not only unattractive, but by its long hours and loneliness positively dangerous. She thought farm work would interest them, and gardening is taught the Borstal girls. Farmers, however, seem unwilling to employ ex-prisoners.

#### CHILDREN COURTS.

The police courts deal with children's cases of employment, of destitution and of delinquency. The public, except reporters, is excluded. The delinquency age is but 16 years. The procedure of course is criminal but the officials assured me, the attitude is parental and the aim is to consider the best interests of the child with reference to his or her capacities, character and environment. But in England, as in America, it is not so much the wording of the law as the attitude of the magistrates that determines the character of the children's courts.

#### PREVENTIVE DETENTION.

Habitual criminals may be severely dealt with in accordance with the judgment of the court. When a jury finds a person guilty of being a habitual criminal and the court passes a sentence of penal servitude the court, if of the opinion that by reason his criminal habits and mode of life it is expedient for the protection of the public that the offender should be kept in detention for a lengthened period of years, may pass a further sentence ordering that on the termination of the sentence of penal servitude he be detained for such period, not exceeding ten nor less than five years, as the court may determine.

There is no tendency toward the completely indeterminate sentence but discharge upon license is common.

#### PROBATION.

There seems to be a hopeful tendency to try to keep offenders out of prison. Probation is increasingly used, both for juvenile and for older offenders. Magistrates are required, except under special circumstances, to allow time for the payment of fines. Probation not only keeps the offender out of prison, gives a motive for honest effort, and provides him with friendly help and advice; it requires the court to investigate the character and environment of the offender in order to decide whether he is a fit subject for probation. It is the growing effort to investigate the circumstances of an offense, not merely to decide the question of guilty or not guilty, that most hopeful tendency in criminal administration. There is, I was told, nowhere in England such careful examination of the mental idiosyncrasies of offenders as is attempted in American psychopathic institutes. Feeble-mindedness in case of children before the Juvenile Courts is determined by school records; they are feeble-minded if they have attended the special schools for mental defectives. They are sent to these schools by the order of the school physician, generally with the advice of the principal and teachers.

Probation suffers for the want of a body of trained officers. Much use is made of police court missionaries; sometimes excellent, often not satisfactory, for their training and main work have been along different lines. Also other social workers. I met two settlement workers who were Juvenile Court probation officers.

#### BORSTAL INSTITUTIONS (REFORMATORY).

In the village of Borstal, near Chatham, a reformatory for boy criminals from sixteen to twenty-one years of age was established about eight years ago. Hence the name Borstal Institution. There are now four such reformatories, three for boys, one for girls.

The term of the sentence is not less than two years nor more than three. As the institution is essentially a training school, sentences shorter than two years were deprecated by the officials. Girls may be discharged on license after three months, boys after six.

A social worker suggested to me one great drawback in the Borstal system. In order to give boys and girls the benefits of the training, courts are inclined to impose a longer sentence than they otherwise would, thus shutting them up for two or three formative and valuable years, deprived of the varied discipline of normal life. On the other hand the short sentence is disapproved by many; it does not deter the recidivist, already disgraced with the reputation of a jail-bird; it takes away the self-respect of the first offender without giving him any compensation in the way of a possible training in orderliness, cleanliness, sobriety and industry.

These institutions differ from reformatories for boys and girls of twelve to sixteen years of age in the severe penal discipline and, I believe, in the better equipment for industrial training and in the more thorough after-care. These boys and girls are picked criminals. The work is too hard for any but the physically strong, and is not fitted to the feeble-minded. There is now an effort to get a Borstal institution for boys of less physical strength.

In spite of this unpromising material the results of the training and Borstal Association after-care are very good. In its report the association shows 73 per cent of those discharged have not been reported as reconvicted.

## THE GIRLS BORSTAL INSTITUTION AT AYLESBURY.

This reformatory is in the same building as the Aylesbury Convict Prison for Women but the girls are kept entirely separate from the women. This is the only state prison with a woman physician and it is pointed out by women interested in prisons as a great step forward.

There are three grades—ordinary, special and penal—distinguished in appearance by slight differences in dress. When a girl enters she is put into the ordinary grade; in about twelve months she may, by good behavior and industry, advance to the special grade. For bad behavior, or if returned upon broken license, she is put into the penal grade.

Their curriculum is sewing, laundry, house cleaning, cooking, gardening and care of pigs and chickens—several months each; time regulated by length of sentence and health; the latter part of the sentence is spent on a special trade if a girl has chosen one and shows aptitude for it. Swedish drill every day for six months; then twice a week; none the last six months, to lessen the change from reformatory life to ordinary industrial conditions. Gardening is given out of order if the physician thinks out-door life necessary to the health of the girl. They attend school a part of every day until they reach the grade of ordinary children of eleven or twelve. They are assigned to proper grade by examination on entrance. So in the sewing room they are tried first on plain work, then advanced to whatever grade of work they are capable of doing. If they sew well before leaving they make their own "liberty clothes," the equipment they take out with them, varied to reference to what they are going to do.

Miss Bates continues:

The superficial appearance is painfully prison-like; there is much locking of doors; when out of their cells the girls are always attended by an officer, with this small exception: sometimes an officer sends a "trusty" on an errand from one department to another. Meals are served in the cells, except that the special grade girls have their dinner, at mid-day, in association, where a little low conversation is allowed. These girls also have the recreation hour in association, when they talk and see some newspapers. One girl took evident pride in telling me an incident in the trench life of the soldiers. I wondered why this interest in general information should be denied the majority.

In the penal grade no letter or visit is allowed. In ordinary, a letter and visit, or two letters, after six hundred marks have been gained; twelve marks can be earned a day. In the special grade, a letter or visit is allowed once a fortnight. An officer is present during the visit. Only members of the family, or persons whose interest in the girl is likely to prove helpful, may visit or correspond with her.

Aside from the deplorable solitary and silent meals the reformatory is like an old-fashioned strict school, under hard and fast rules, but with kindly instructors. Of course a visitor is at a disadvantage in discovering the ordinary attitude of the instructors in a school; but it is possible to learn something by watching the pupils. You almost felt that you had escaped the prison when groups of girls questioned an order, quietly and courteously, as in an orderly schoolroom: this happened twice during the days I visited the reformatory, and the incident aroused no surprise—excepting in me. The order in the various workrooms was no stricter than necessary for good work; the pupils frequently asked instruction and spoke to each other occasionally about their work. Discipline is maintained chiefly by moral suasion and by marks. Marks gain promotion in grade and privileges, and a very small amount of money. In the special grade a little of this money may be spent for fruit and some kinds of sweets.

The Governor and officers are much pleased to have the pigs and chickens, for the excellent effect on the girl that the care of animals may give. In fact, the girls are amusingly fond of the pigs; and one girl told me with great pride how friendly to her a brooding hen was.

Drill is out of doors if the weather permits. It was generally performed with vim.

## EFFECTS OF WAR ON EDUCATION.

The effects of the war upon education, meaning by the term the work of the various institutions of instruction and the habits of the people themselves in providing themselves with information were dwelt upon at the last State Conference of Charities by Dean David Kinley of the University of Illinois. In his address he said:

"The war has turned attention more emphatically to the study of those subjects training in which lends itself more easily and largely to the destructive ends of the war. This emphasis is not altogether bad, because

many of these subjects especially chemistry, botany and physics, are subjects of progress in which makes for the benefit of man in peaceful as well as in warlike ways.

"Again the war has stimulated wider general reading and aroused larger interest among the people of every nation in the affairs of others. It has stimulated interest in a study of literature, history, language, geography and other subjects from which we can learn something about the ideals, beliefs, motives, spiritual aspirations, history and ways of living of others of our fellow men.

"It has brought home to the boys and girls in the schools, more clearly than could have been done under any other circumstances, the need for education, and it has undoubtedly aroused in them higher notions of duty, a stricter sense of responsibility and a larger spirit of self-denial and sacrifice. It has made them undoubtedly more amenable to authority, better disciplined.

"The emphasis upon the technical and scientific subjects will undoubtedly lead to a demand for an extension of our vocational, scientific and technical courses of study. We have nothing to fear from such extension, provided we remember always that our purpose is to train, but we must not let it supplant that education which forms character, develops minds and prepares for life in organized society. It should supplement and not replace this kind of education.

"Our school programs under the influence of the war will undoubtedly pay more attention to the training of character. The virtue of self-denial, obedience, recognition of the rights of others, social and moral responsibility will be stressed more largely than hitherto. Far-reaching changes in our curricula, if any are made, will be, in my judgment, in the way of supplementing established studies by giving more opportunities for special or vocational training.

"Finally, we should emphasize the importance of keeping our schools under the immediate control of the people whom they serve and not turn them over to a far-away bureaucracy, under the illusion that we thereby are turning them over to experts."

## WAR SERVICE RENDERED BY WELFARE AGENCIES.

The maintenance of all well approved agencies for community well-being is a patriotic necessity, according to Robert A. Woods of Boston, president of the National Conference of Social Work. This assertion is contained in a statement issued from the conference headquarters at Chicago, setting forth the relationships of organized social work to the prosecution of the war and to the period of reconstruction after the war.

The approval by the government of standard methods of social work is instanced by President Woods as powerful confirmation of the soundness of the principles on which welfare activities heretofore have been based. The adoption of such standards by the Red Cross, the War Department Commission on Training Camp Activities, the food administration, authorities having to do with labor problems in connection with war industries, the plan of insurance and family allowances for soldiers and sailors, and measures in prospect for the treatment of soldiers who return disabled, are described in the statement.

Moreover, "the entire system of the regular and usual philanthropic activities throughout the country is having new and special burdens laid upon it," according to Mr. Woods. In spite of the depletion of the staffs of these organizations by calls into military service and their greatly increased cost of operation, "the accustomed, continuous work of our community agencies is more urgently needed than ever before. The subtle disorganization of family life, the unrest and emotionalism which affects young men and women, the noticeable increase in juvenile delinquency, the presence of new dangers to public health and vitality owing to inadequate food and fuel, the danger of lowered industrial standards, the undermining of family

economic well-being due to increase in prices beyond wages," such threatening prospects are evidence of the urgent need of applying more intelligent attention and money to the solution of home problems.

Warning is given of the "age-long importance of the reconstruction era which, at the farthest, will soon be upon us. The European nations are, at the present moment, in the last depths of the war, turning a substantial portion of their narrowed reserves to the task of reconstruction. Shall we, with our only slightly impaired national resources, be any less enlightened and downright?"

## PROPHECY AND LAST WILL.

[By AGNES BLYER, at the Commencement of the Training School class of the Anna State Hospital.]

The members of our class of 1917, expect to do great things in the future. May I, therefore, coming now more to the prophecy and last will, make the divining statement which will picture in vivid imagination and vision, the individual position of every class member?

Leaving to you, undergraduates—I am speaking in the name of all—as our last will, the well meant advice to follow the rules and regulations, to strive after zeal and efficiency, cheerfulness in your studies and work, and for discipline and obedience.

I now wish to introduce to some high personalities all members present and absent of the nurses class of 1917.

Those absent have chosen their vocation and position and my prophecy can not apply to the empty chairs. Three of us will enjoy the high distinction of becoming chief nurses, to work with the same zeal and discipline as present chief nurse at the Anna institution. One dreams of becoming a distinguished nurse of her husband. Three have chosen to leave the parent institution, to pioneer in the work of a new institution, to assist in the improvement, care and reeducation of the unfortunate wards of the State.

To myself, I am to reserve the most important of all positions. Looking upon the battlefields of Europe, I, in true allegiance to my flag, wish to become an efficient Red Cross nurse.

In my words in this august audience, I am certain to strike the responsive chord of all by calling your attention to several points, which should form the plain and natural expression of our sentiments on such an occasion as this.

When we received a present or favor, our heartfelt thanks are due to the donor, or benefactor, repaying thereby at least by a good will the kindness of our friend and benefactor. It is with gratitude that we graduates look back upon the bountiful past, which has showered upon us the fruits of kindness and discipline by giving us as teachers, doctors and nurses, who in their skillful manner, have taught us the problems of nursing and of applying ourselves to this noble and divine work. How thankless would we be on this our graduating day, did we fail to remember the zeal and kindness you have for so long a time shown in your position as teachers and guides for our faltering steps. Many disappointments and seemingly fruitless efforts on the part of the teacher, in opening a new world to our intellectual vision, might discourage the most courageous, but discipline and steadfast work finally succeeded in shaping and changing, until to-day you note the happy eyes and smiles upon the faces of the graduates.

These diplomas are a token of our application and the fruit of your persevering, correcting and guiding hand.

May you—this is our wish—share for many years to come in the blessings of our work.

I trust I may be pardoned, if I lead your attention away from this happy occasion to a scene of sadness and sorrow upon the battlefields of Europe. The eyes of the world look to the nursing profession with an appealing call to arms, to defend, by their soothing methods the inheritance of mankind, to alleviate the horrible consequences of war, to stem the ravages of disturbed social relations among men, who are being torn away from the or-

dinary ways and the habits of a peaceful home life and exposed to so many physical and moral dangers in their unpleasant occupation.

The future battle shall be fought not with the weapons of steel and iron but with those of cleanliness and health; they shall be fought not in battle array of military glitter or display of arms upon the bloody battle fields but in the tiny drop of water and in the drop of human blood. Ours is the war against the natural enemy of mankind, disease! We nurses must wage a relentless and merciless war upon those invisible enemies, micro-organisms, with an unusual and abundant supply of deadly ammunition from nature's war plants, air and sunlight. In a healthy body there is a healthy mind and this healthy condition of mind and body brings about mutual peace and social happiness.

Should a good nurse not make all possible efforts to contribute in her zeal towards that great and noble purpose?

## ITALIAN HOSPITALS OF EIGHTEENTH CENTURY.

There is nothing new under the sun, not even in medicine or in the treatment of the sick and distressed. From John Howard's works an investigator has found that in his lifetime—the eighteenth century—Italy and Spain had zones of quiet about hospitals. They had hospitals for convalescents, hospitals for treatment of skin diseases such as syphilis, and moreover hospitals for tuberculars, who were treated much as we to-day are treating them. Medical men of that distant day recognized the disease as communicable and the methods of fumigation used in homes in which sufferers had lived are described.

John Howard was a distinguished English philanthropist who actually accomplished results in his field. He was the father of prison reform and was successful in abolishing from English jails the sheriff's fees which we in Illinois are still fighting against.

A correspondent of the Central Blatt and Social Justice, published in St. Louis, was rumaging through the life of John Howard in search of information on prison reform when he found that Howard had interested himself in hospitals of all kinds:

Howard took up prison reform work in Great Britain early in his career and finally became a self-appointed prison inspector, not only of Great Britain and Ireland, but also of Europe. The evidence he presented to the Parliament in 1774 resulted in the passage of laws for the improvement of sanitation and the abolition of jailer's fees.

Howard made many tours of the prisons and hospitals of Europe and upon return from each of these tours he published a book containing new facts gained in his travels. He traveled more than 50,000 miles in making his investigations and expended at least £50,000 of his own money, always refusing all government aid.

Entering Italy in 1778 he visited Venice, Padua and Ferrara and then came to Bologna where he inspected the hospital very carefully.

"All of the hospitals were clean," he writes, "and the wards were lofty and not the least offensive. The wards of the men and women were of one size, each containing thirty-eight beds, nineteen on each side. The bedsteads were of iron, and the coverlets were white and clean. Each ward had fourteen windows, seven on a side and all had curtains; they had folding casements and on the outside were wire lattices."

On many of his visits Howard was accompanied by a representative of the government "who had an order from his Royal Highness to inspect the hospitals and to report what beneficial improvements might be made in them."

Think of this—as early as 1778 they had a real hospital inspection, assisted by the government—something which many of us are inclined to consider an entirely modern innovation.

It was in Florence that Howard found his first hospital for convalescents, such as we have serious need for to-day.

"This hospital for the reception of recovering patients," Howard writes, "has cleau and airy apartments, and a spacious refectory, or dining hall. Patients continue here four days, and by the change of air and diet their health is confirmed before they go to their several occupations."

Mention was also made by Howard of an almshouse he visited. It was "for infirm persons of an advanced age. It had eighty beds for each sex and they were fitting up twenty more. The wards are thirty feet wide, all clean, and show the care of the nuns who attend on this charity."

From Florence, Howard went to Rome where he visited the hospital of S. Michele. He says the following of the institution.

"This hospital is a large and noble institution. The back front is near 300 yards long. It consists of several courts with buildings around them. In the apartments on three sides of one of the most spacious of these courts, are rooms for various manufactures and arts, in which boys, who are orphans or destitute, are educated and instructed. When I was there the number was about 200 all learning different trades, according to their different abilities and genius. Some were educated for printers, some for bookbinders, designers, smith, carpenters, tailors, shoemakers, and barbers; and some for weavers and dyers, a cloth manufacture being carried on here in all its branches. When the boys arrive at the age of twenty, they are completely clothed, and a certain sum of money is given them to set themselves up in the business they have learned. Joining to another court are apartments for the aged and infirm, in which there were 260 men and 226 women. Here they have a comfortable retreat, having clean rooms and a refectory."

In the above description we have an institution such as many of us are striving to obtain in Illinois.

It was at the S. Maris della consolazione hospital in Rome that Howard discovered the "zone of silence" of modern times. Of this Howard says two chains were "put across the streets at night by order of Pope Alexander VII in 1661 lest quiet, the friend of silence, be disturbed by the noise of traffic." From Howard's book it appears as though our modern quiet zones were instituted at Rome in 1661. The English philanthropist also found a convalescent hospital at Rome.

That Italian physicians at that time recognized the contagious danger of consumption is indicated by the following extract from Howard's book in commenting on the hospital in Civita Vecchia:

"A particular room was appropriated for such as had cutaneous disorders and another for consumptive patients. In this country the physicians are persuaded that consumption is a contagious disease. Patients afflicted with it in hospitals have a separate ward. The same precautions are used to prevent infection as in the plague. When the disorder has been in private houses, the furniture is removed and the rooms are scraped and fumigated, before they are again inhabited." In this instance we have an example of early observance of modern preventive methods in the treatment of tuberculosis. This is an account of what the Italians had in 1700. Illinois and sister states have not yet done any better.

## A COMPREHENSIVE STUDY OF BED WETTING IN CHILDREN'S INSTITUTIONS.

The first step toward a more thorough study of enuresis nocturna, or bed wetting, in institutions for the care of children, has been taken by the child helping department of the Russell Sage Foundation.

The habit, so disagreeable and aggravating, has never been brought to the front for a thorough study and consequently no scientific methods for its correction have been advanced.

Because of the seriousness of the habit, child welfare workers feel that the time has come for plain and candid discussion of this distressing night practice so that right principles and methods of relief may be set before hundreds of officers who are forced to deal with it night and day.

Though practically all institutions for children have some form of treatment for bedwetters, the form usually is unsystematic and is never given the attention it should have.

Realizing the importance of a systematic plan for the treatment of these afflicted children the superintendents of several prominent children's institutions appealed to the Russell Sage Foundation for assistance. Mr. W. H. Slngersland, acting for the Foundation sent out questionnaires to 300 institutions in all parts of the United States asking the managing officers to describe the steps they have taken to overcome the habit. Request was made that special attention be paid to the measures—medical, dietary, educational, disciplinary, mechanical and sanitary.

About 100 answers gave much valuable information and indicated various forms of treatment. In all of the answers the writers were agreed that the results now obtained are unsatisfactory and urging a thorough study of the problem to discover better methods of treatment.

The figures compiled from the reports indicates the boys suffer more from the affliction than the girls, the boys averaging 11 per cent and the girls 6 per cent. The reports also disclosed that 9 per cent of the inhabitants of the institutions, whose superintendents answered the inquiry, were afflicted. Taking it for granted this average would maintained in the institutions not reporting it means there are approximately 13,000 habitual bedwetters among the inmates of the child-caring institutions of the country. The size and seriousness of the problem to be solved are thus made plain.

The reports showed that in only a few of the institutions had the bedwetters been examined by a physician. One institution reported a cure by circumcision. Another reported this treatment a failure. Still others used drugs and some used punishment.

Every superintendent is warned not to use drugs except after the patient has been carefully examined by a physician and a prescription provided under his name and authority.

Relatively to dietary measures a majority of the reports indicated restrictions in both food and drink the latter part of the day and stated this brought some success.

From the reports relative to educational measure it was indicated there is no fixed or even average time after retiring when the objectionable flow may be expected. One fact developed was that the flow seldom occurs in less than two hours after retiring.

#### DUTIES AND METHODS SUMMARIZED.

In the light of what has been learned several important duties and methods may be impressed upon the minds of institutional managers and workers, in order to improve the treatment accorded to enuresis cases in their care.

1. The first thing to be done is to secure a careful diagnosis of each case as it appears. This should include the social historical and personal study of the child and a thorough physical examination by a competent physician. In some cases involving nerve or brain trouble the expert aid of psychologists or psychiatrists may be necessary.

2. Treatment of each case must be based upon what is disclosed by the diagnosis. Types of treatment will be indicated according as the diagnosis reveals as predominant any one of four principal causes:

- (a) Inherited disease or predisposition to enuresis.
- (b) Acquired or developed disease, mental or physical.
- (c) Bad or imperfect early training or parental indifference.
- (d) Personal ignorance, carelessness, or indifference of the child.

3. Medical treatment should never be attempted except under the direct instruction of a competent physician. When the diagnosis discloses mental deficiency or disease, the services of expert psychologists and psychiatrists should be obtained.

4. Circumcision and other surgical operations should be sparingly resorted to, and only when proper diagnosis has shown them to be necessary.

5. Careful regulation of diet and the limitation of the use of fluids the latter part of each day, are excellent aids in overcoming the habit.

6. Corporal punishment is a doubtful method for the correction of any juvenile offense, and should be used sparingly even by parents. Because it is so seldom justifiable, and so liable to abuse in institutions, it should never be employed, at least in the form of whipping or other means for the infliction of bodily pain, to compel children to avoid bedwetting.

7. Special results may be expected in many cases from proper instruction, stimulation of the will, and the use of strong and varied motivation.

8. The wise use of rewards and deprivations is a proper form of will stimulus and motivation.

9. To subject a bedwetting child to public reproach and disgrace, or allow other children to mock and ridicule enuresis victims, is wrong and reprehensible.

10. Mechanical means of combating the habit must be fitted to the individual cases under expert advice. Probably no two children will require or respond equally to the same environmental stimulus. The use of appliances to prevent sleeping on the back, of beds elevated at the foot, of cold baths, and similar devices should be directed always by some one skilled and responsible, and not be left to ordinary attendants or untrained institution help.

11. If possible, enuresis cases should be kept in close day and night association with normal children. The use of separate dormitories should not be resorted to except in extreme cases. There will be a special stimulus to refrain from wetting the bed if it is a nice one and located near those of other children not troubled with enuresis. In a separate dormitory, to which the habit has driven the child, there is a letting down of will from that very fact. The child consciously or unconsciously will say, "If I offend here it will not matter much." And in a sensitive child the separation causes a nervous depression that makes reformation more difficult.

12. The use of special sanitary night clothing and bedding is a necessity. Many institutions confess to the use of "old mattresses and blankets" and in other ways deprive the enuresis sufferers of night comforts. This treatment in itself aids in the perpetuation of the trouble. Money spent for suitable equipment is well and wisely used.

13. The average institution is inadequately supplied with bathing facilities, and the average worker is not fully awake in regard to the benefits the children deprive from frequent baths. This is especially true in regard to enuresis cases. The writer has known institutions where the institutional group received a "tubbing" only on Saturday; and the bedwetters received no more attention of this kind than the rest of the children. The malodorous result may be imagined. Every bedwetter should have a full bath every morning, as well as other baths as occasion may demand.

14. The practice of requiring the children to care for their own night clothing and bedding and giving the soiled articles preliminary washing before they go to the regular laundry, is proper, and desirable, if the children are physically able and mentally competent, but it should be done without undue publicity, or the exposure of the children to the scoffs and ridicule of their fellows.

15. All soiled clothing and bedding should be cleaned and renovated daily. No child should be compelled to use a gown or bed soaked the previous night and left uncleansed, even if dried out during the day. Extra laundry bills will be more than made up by the helpful psychological effect of a clean bed every night. Open windows and all possible sunlight in the dormitory also aid in comfort and sanitation.

16. The use of night nurses and intelligent watchmen, to study the night habits of enuresis cases, waken the children and get them up at suitable hours, and influence the children helpfully in overcoming the trouble, is essential for all sorts of cases. Where the habit is due only to ignorance or carelessness, these awakenings and the mental suggestions that accompany the task in many cases will be sufficient to work a cure; in medical cases this part of the treatment will be as important as medicine or surgery.

17. Three special causes of enuresis stand out prominently—feeble mindedness, epilepsy, and masturbation. The diagnosis of every case should cover these as well as the ordinary predispositions, defects in training, acquired disease, and personal carelessness and indifference.

18. The greater part of the teaching, methods and suggestions here specially applied to child-careing institutions, are equally applicable to enuresis cases in private homes. The general principles involved are the same no matter where the bedwetting child is located.

19. The great trouble in regard to enuresis at this time is the slight and superficial interest in the subject taken by both institution officers and institution physicians. Many workers in institutions think of the bedwetting habit as of very small importance, save as it is unpleasant and makes extra work. They frequently ignore entirely the need of medical diagnosis, and treat their cases solely from a disciplinary standpoint. Many institution physicians are apt to acquiesce in this, partly because some cases are only temporary wards of the organization, and time for treatment may be too limited for thorough work; partly because all work with bedwetters is likely to be unpleasant; and partly because some doctors do not fully realize the importance of their job and of curing and saving these dependent children.

20. Finally, all institution workers should rise above the natural inclination to stand aloof from children afflicted with enuresis, should think of them as specially in need of adult help and sympathy, and regard them as deserving of just as much attention and affection as any other inmates of the institution. The trouble is not confined to any class or to either sex. Enuresis afflicts the bright and the dull, the sensitive and the coarse, the cultured and the ignorant. It is seldom originally the fault of the child; it is always a misfortune. The only right spirit in which to consider those who are afflicted is that of real humanitarian ministrion. Making pariahs of enuresis cases only fixes the habit more firmly upon its victims. Encouragement, real sympathy, motivation, stimulation of will power, the use of proper medicines and sometimes surgery, definite plans and methods of relief, faithfully followed for weeks and months, will generally bring favorable results. Not all can be cured, but strong and earnest efforts will bring relief and freedom from the habit to thousands of cases every year. To accomplish this result is worth far more than what it will cost in money, labor, study, helpful sympathy, and devotion to the welfare of humanity.

## THE WAR AND ITS EFFECT ON HOSPITAL CONSTRUCTION.

For several years the Illinois State charity service has been advocating one story construction for buildings to house the mentally sick. Many such buildings have been erected at the various State hospitals and good results have been had in each case. So good indeed have been the results that one story buildings may be said to be established policy in this State.

It is interesting in this connection to note that the war has forced upon the builders of general hospitals the idea of the one story structure.

The Hospital World, a Canadian publication, has an editorial on this subject. It recalls the fact that during and after the Napoleonic wars, one story barrack construction for hospitals was regarded as the only satisfactory plan. Later, however, the builders began to go skyward. The present war has brought them back to the ground.

The editorial is so interesting we take the liberty of publishing it in full as follows:

The Napoleonic wars and the Crimean war gave the first great impetus to modern hospital construction.

Out of them grew the simply and quickly constructed, one-storeyed segregated barrack pavilion with the simplest form of heating and lighting; natural ventilation; a central kitchen; a simple, natural method of refuse disposal and provision for the nursing and medical staffs.

Out of these the modern hospitals were evolved. But what happened. Alas, too often the spread out pavilions in the open country—where the air was pure, the sunlight abundant, the environment still (except for the therapeutic notes of singing thrush and lowing kine and soothsaying pine)—were transmuted into ugly block buildings in crowded, metropolitan centres, where the clangour and jangle

and racket of vehicles of all descriptions break discordantly on the hearing; where the atmosphere is laden with dust containing microbes and spores of all varieties, and the superheated air from the pavements, in midsummer, envelope the hospital, rendering it an oven, where elaborate apparatus have been installed for the purpose of purifying the air, warming it or cooling it, pumping it to the patient and sucking it away from him by machinery.

Now, it seems, another war is necessary to teach us where hospitals should be built, how to construct them, how equip and how manage them. Again, after the lapse of years, we have the one-storeyed pavilions, built in the country—a sort of back-to-nature movement. It is hoped this great exemplification of hospital building will not be lost sight of by people in civil life who are contemplating the construction of a place for the healing of the sick.

## STATISTICS AND COUNTY WELFARE WORK.

[By EDWARD C. HAYES, Professor of Sociology, University of Illinois and Member Illinois Board of Welfare Commissioners.]

### I. PUBLIC WELFARE STATISTICS.

The first fully attended meeting of the new Illinois Board of Public Welfare Commissioners was held last September. Suggestions made at that meeting led to the appointment of a special committee on statistics and county work. This article is a partial report from that committee.

With reference to statistics several things are clear: First, it is impossible to tabulate and interpret information that does not exist; the facts exist but information concerning many of the facts is wanting.

Second, we have officials that are in position to observe many of the facts most essential to public welfare. By organizing the cooperation of all the official sources of information already available we may take important steps toward interpreting the causes of insanity, dependency and crime and toward measuring the success of our various attempts at prevention and cure. Among the official sources already existing from whom we may hope to secure important data are the State Alienist, the State Criminologist, the heads of all penal and charitable institutions maintained by the State, the Department of Pardons and Paroles, the courts, and the police departments of municipalities. Just what information should be required from each of these sources probably no one person is at the present moment qualified to say. It is necessary to formulate a complete plan of statistical research assigning to each official who has special opportunities for exact observation a definite share in the plan and providing blank schedules of inquiry that shall be uniform for all similar institutions and political units throughout the State and that shall remain uniform for a long period of time.

Third, besides utilizing all existing sources of information some addition to the present agencies will be required if Illinois is to carry on such a continuous statistical investigation concerning causes affecting the prevalence of dependency, insanity, feeble-mindedness, disease and crime and concerning the effectiveness of remedial measures as is necessary for the most intelligent guidance for the activities of the State. To carry out in the best way the suggestions made above, would require competent and painstaking labor by some single mind able to coordinate the statistical investigations of all the cooperating officials under a unified plan and then to interpret the results. It would be exceedingly desirable to bring out the relations between facts to be observed by the officials of the State Department of Public Welfare and facts to be observed by officials in the State Department of Public Health. This might require the establishment of a separate department of statistics.

Moreover our present agencies for the collection of statistics are inadequate not only at the center but also at the circumference. We lack not only a central coordinating directing and interpreting agency but also numerous subordinate agencies extending into all parts of the State to make observations which no existing officials are in position to make. This brings us to the second part of our theme.

## II. COUNTY WELFARE WORK.

It is not in the charitable and penal institutions of the State that citizens fall into pauperism, insanity, vice and crime. This happens in their home towns in all of the counties in Illinois. When they come under observation as "inmates" of institutions the *causes* already have worked and the injury already has been done. Certain items in the history of every case committed to a State charitable or penal institution must be learned in the localities from which the cases come and should accompany their commitment papers. If we intend to make any adequate study of causes, and still more if we wish to inaugurate a reasonable system of *preventive* measures, we must not wait until these people are committed to State asylums or penitentiaries; we must find them in their home counties, and must even extend our study and our ministrations beyond the pauperized, the insane and the criminal to the imperilled classes, to those who have not yet become confirmed in pauperism, insanity or crime.

As in the case of the State, so also in the case of the counties, we have some already existing agencies that under proper direction, and by proper cooperation, can accomplish a large part of the necessary work. First, we have in every county an administration of non-institutional poor relief that comes into contact with a large proportion of those families that belong to the socially imperilled class, the class from which the inmates of our penal and charitable institutions come. Here is an opportunity not only to gather information about causes, but also to do actually preventive work. If county poor relief were administered, not by supervisors occupied with all the other affairs of the county and with their own private business, but by persons that had the *time* as well as the *training* to develop constructive plans for family rehabilitation, who would not merely dispense material relief, but would employ all the recognized means of preventing individual or family breakdown, we should be utilizing a great strategic opportunity. Investigation will probably show that some of our counties now spend enough for the administration of poor relief to secure trained personal service, and enough for the *relief* granted to serve the purposes of constructive and preventive philanthropy.

The "Mothers Pension Laws" in which Illinois is the pioneer, afford to county officials another opportunity to come into relations with families and individuals who are in the imperilled class. The purpose of these pension laws is to secure the proper rearing of children. This cannot be insured by merely granting the money. Wherever the pensions are accompanied by cooperation of an officer who has the training and the personality to establish confidential and sympathetic relations and to develop constructive programs the pensioned boys and girls may be saved from pauperism, vice and crime, and the wisdom of the law abundantly vindicated; without the accompaniment of such personal service the law is largely a farce and a failure.

Illinois was also the first State to provide by law for applying the principles of Juvenile Court procedure in all its counties. The spirit of this beneficent legislation has largely been ignored; but it affords the opportunity for establishing contact with the youth of the State who are in peril of criminal careers, and for making preventive measures effective. Here again success depends upon the personality and training of those to whom the work is entrusted.

In the enforcement of our compulsory school attendance law local officials come once more into close contact with many of the imperilled individuals who under our present system later recruit the ranks of pauperism and crime.

Every one of the 102 counties in Illinois should be required by law to have a Department of Public Welfare to correlate and direct all of the activities just referred to and to furnish the element of patient, trained personal service upon which the higher usefulness of all these activities absolutely depends. These services are essential to the public welfare and they are services which money cannot render unless a part of the money is used in securing the right kind of continuous specialized personal effort.

A county with 20, or 50 or 100 physicians can afford to have at least one trained specialist to deal with socially imperilled individuals and families and with the problems presented by incipient or threatened pauperism, insanity and crime. In order to secure the fullest local cooperation the superintendents of county departments of public welfare should be appointed by the county judges. But they should be appointed from eligible lists certified by State authority. Certification of fitness for such positions should be for shorter or longer terms according to the qualifications of the candidates, and standards of fitness could gradually be raised to a higher level. The county departments of public welfare should mainly be supported by local funds, as the schools are, but like the schools, they should be required to operate according to methods and standards prescribed by the State and under the supervision of the State.

In order to secure further information in regard to the needs and the practical possibilities and to lay an adequate foundation in facts for its recommendations the Public Welfare Commission of the State will exercise the powers with which it is charged in an investigation of existing conditions in the counties of Illinois guided by the following schedule:

SCHEDULE OF INQUIRIES CONCERNING THE WELFARE WORK OF COUNTIES  
IN ILLINOIS.

- A. Non-institutional charity.
  1. Form of budget and method of accounting.
  2. Organization—
    - a. County. b Township.
      - (1) County funds.
      - (2) Township funds.
  3. Basis of payment for outdoor poor relief administration (per diem or on a basis of salary).
  4. Number of outdoor relief officers, sums paid to each during the last fiscal year.
  5. Total paid for outdoor poor relief administration during the last fiscal year.
  6. Forms of outdoor relief granted.
    - (a) Food granted—how many times—cost.
    - (b) Shoes granted—how many times—cost.
    - (c) Other clothing granted—how many times—cost.
    - (d) Rent granted—how many times—cost.
    - (e) Medicines and medical appliances granted—how many times—cost.
    - (f) Other forms of relief granted—how many times—cost.
  7. Total cost of non-institutional relief.
  8. Is there a limit to relief that may be given to the same family? If so, what?
  9. Are names of recipients made public?
  10. Extent and character of constructive personal cooperation by agents of the county with recipients of relief.
  11. Cooperation with private agencies.
  12. Is the record law obeyed? If not, how are the records kept?
  13. Operation of State law regarding indigent soldiers and their families.
  14. Medical and nursing service.
    - (a) Salary of county physician.
    - (b) Extent of services.
    - (c) Is application made by bid?
    - (d) Number of assistant county physicians.
    - (e) Salaries.
    - (f) Does county allow hospital care?
    - (g) Does county provide nursing care in homes?
    - (h) Does county provide surgical care?
    - (i) Does county send indigent sick to almshouse?

## B. Institutional charity.

1. The almshouse plant.
  - (a) Date of erection of building.
  - (b) Type of building and state of repair.
  - (c) Capacity of building.
  - (d) Method of heating.
  - (e) Method of lighting.
  - (f) Fire protection.
  - (g) Sewage disposal.
  - (h) Acreage and value of land.
2. The almshouse population.
  - (a) Number of male inmates number able bodied.
  - (b) Number of female inmates number able bodied.
  - (c) Ages and names of children.
  - (d) Ascertaiuable causes of dependency.
  - (e) Number of foreign born, nationalities and number of each nationality.
  - (f) Names and ailments of any who should be removed because of disease or defect.
  - (g) Number of inmates formerly in School for the blind.....  
State School for the Deaf.....  
Lincoln State School and Colony.....  
State hospitals.....  
State prisous.....  
Illinois Charitable Eye and Ear Infirmary.....  
Orphanages.....
3. The almshouse management.
  - (a) What classification of inmates with respect to apartments or privileges? On what basis? Sex, Health or Disease, Morals, Race, etc.
  - (b) Nature and extent of work by inmates.
  - (c) Approximate value of farm products used.
  - (d) Value of products sold.
  - (e) Annual appropriation.
  - (f) Salary of superintendent.
  - (g) Salary of matron.
  - (h) Length of service of superintendent.
  - (i) Employees and salary of each.
  - (j) Quality of diet A B C.
  - (k) Grade of neatness and sanitation A B C.
  - (l) Reading, recreation, religious privilegcs.
  - (m) Manner of admission and discharge.
  - (n) Provisions for visitation.
4. Hospital department.
  - (a) Quarters and equipment.
  - (b) Trained and practical nurses.
  - (c) Salary and services of physicians.
5. Operation of the State law in relation to education of the deaf and blind.

## C. Operation of the "Funds to Parents" acts.

1. Number of families receiving allowance under this act.
2. Number of children affected of five years and under.....ten years and under.....fourteen years and under.....above fourteen.....
3. Rules adopted by the court under which grants are allowed and amounts fixed.
4. Total amount expended during the preceding fiscal year.
5. Personal investigation and cooperation.
  - (a) The office and qualifications of the person in charge of personal cooperation with beneficiaries.
  - (b) The time devoted to this service.

## 6. Results obtained under this law.

- (a) Opinion of the judge.
- (b) Opinion of the officers in charge of personal cooperation with families.
- (c) Opinion of the county probation officer.
- (d) Investigation of representative current cases.

## D. Juvenile Court procedure.

## 1. Are the principles of Juvenile Court procedure regularly observed in cases of juvenile prisoners.

- (a) Privacy.
- (b) Absence of prosecution.
- (c) Psychophysical examination whenever indicated.
- (d) Investigation of home and social conditions.
- (e) Attitude of judge.
- (f) Arrangements for detention previous to trial.

## 2. Probation officers.

## (a) Salary paid—

- Monthly, amount.
- Per diem, amount.
- Per hour, amount.
- By the case, amount.

## (b) Time devoted to the work.

- (c) Unpaid probation officer employed.
- (d) Qualifications of probation officer or officers.
- (e) Records kept, reports made.

## 3. Number and disposition of cases.

## (a) Number found dependent or neglected.

- Number found delinquent.
- Number found feeble-minded.

## (b) Number delinquent placed on probation.

- Number delinquent committed to St. Charles.
- Number delinquent committed to Geneva.

## (c) Number dependent or neglected committed to the guardianship of probation officer.

- Number dependent or neglected placed in responsible families.
- Number dependent or neglected committed to public, semi-public or private institutions with names of institutions and number committed to each.

Amount of money appropriated to each of these institutions during the preceding fiscal year.

## 4. Have there been cases of adult probation in the county? If so,

- (a) Number of cases.
- (b) Qualifications of probation officer..... Salary..... Time given.....
- (c) Character of records kept.
- (d) Results.
- (e) Attitude of judge.

In cases where it is impossible to secure some of the items called for in this report, the fact of such an absence of records may be as significant as the information would have been.

**MESSAGE TO THE BOARD OF COMMISSIONERS OF PUBLIC WELFARE WORK OF THE STATE OF ILLINOIS,  
PRESENTED AT ITS MEETING JANUARY 19, 1918.**

[By E. C. DUDLEY, President.]

The Civil Administrative Code of Illinois contains the following outline of the powers and duties of the Board of Commissioners of Public Welfare: Section 8, Article 1.

"To consider and study the entire field; to advise the executive officers of the department upon their request; to recommend, on its own initiative, policies and

practices, which recommendations the executive officers of the department shall duly consider, and to give advice or make recommendations to the Governor and the General Assembly when so requested or on its own initiative."

Pursuant to this, the Department of Public Welfare has requested this board to prepare a comprehensive program of welfare work throughout the State, looking towards an extensive revision of the statutes on numerous subjects. This at once opens the practical question whether any specific subjects which might be proposed are not so inter-related with the whole that an intensive study of the entire code will be involved and therefore whether we should not, as the law specifies, "*study and give advice*" as requested or on our own initiative, "*over the whole field*;" whether anything short of a comprehensive study of all the inter-related subjects of public welfare would not result in merely general and perfunctory recommendations such as sometimes characterize non-executive boards charged with functions only of investigation and advice.

The Department of Public Welfare with its directors, assistant director, alienist, criminologist and superintendents of pardons and paroles, prisons and charities is perhaps in a stronger position for effective work than similar boards in most of the other states; but is handicapped by rudimentary laws many of which, notably those on insanity and mental responsibility, were laid down in the dark ages of public welfare seventy years ago and therefore are not responsive to the public conscience of the present day, not responsive to established principles of sociology on a wide range of subjects. Among these subjects are three which at the outset call for a broad consideration of an entire Administrative Code as it pertains to public welfare.

1. Revision of court procedure.
2. Industrialization of public institutions.
3. Farm colonies.

1. *Court Procedure.*—The correlation of crime and disease, hitherto little appreciated, gives rise to a pressing need for constructive legislation on Criminal Court procedure, a subject in which medicine, through the psychopathic laboratory, is pointing the way to the legislator. Under the old procedure a so-called criminal insane person who has committed an act of violence, is subjected to observation of weeks or months by some officer who then guesses at his degree of responsibility and at the relative danger or safety of permitting him to be at large. One prisoner, who is mentally normal and otherwise qualified for parole, is detained for years because no scientific facts are available on which he can be released. Another, perchance, a paranoiac homicide, a subject of dementia praecox, or a mental defective, dangerous not only now but as long as he may live, is paroled because no scientific facts are available on which he can be detained. To-day a trained expert frequently can apply scientific tests to a psychopathic subject, which in two hours will tell him accurately more than possibly could be learned by the older methods in the life time of the individual. I am sure that the expert member of our board, Dr. Norbury, will say that those who drafted criminal laws seventy years ago would be about as much at home in the face of modern psychopathic science as primitive man, driven from his raft, would be in the engine room of a dreadnought.

Let us illustrate by a case or two. Recently a man born twenty years ago wanted chocolate creams and obtained 50 cents worth of them by throwing a brickbat through a hundred dollar plate glass window. He was sent to prison for a year and when released was found on psychopathic test to be mentally not twenty but eight years old. Another boy of eighteen years was driving a horse diagonally across the street contrary to police regulation. He made some offensive remark to the officer who attempted to stop him; whereupon the officer attacked him with his billy, beat him up and dragged him before a judge who promptly gave him a year in prison for resisting an officer in the discharge of his duty; this boy on psychopathic test was rated mentally seven years old and on that basis instead of being a criminal was a mental defective who had shown extraordinary initiative in having driven a horse at all.

I adapt some of the following from a paper read by Judge Harry Olson before the New York State Bar Association in 1917. Under antiquated laws our courts are making little or no distinction between the mentally irresponsible and the mentally responsible, between the criminal of normal or nearly normal mentality and the irresponsible law breaker. Consider the appalling record of assassinations and attempted homicides by the feeble-minded, paranoiacs, subjects of dementia praecox, and other insane individuals. The law without much discrimination provides for punishment, for vindication, rather than restraint for the protection of society.

In the fierce competition of modern life these people fail and their instincts, unrestrained by normal resistance, impose penalties on them which were intended for the normal. They rather should be subjects for diagnosis in the psychopathic clinic and for our consideration and care. They should be segregated and restrained; they are not fit subjects for the gallows or the prison. The farm colony to be mentioned later, offers the one solution for the treatment of many of the mentally abnormal who get into our courts. In such colonies the human by-product can be utilized to its own advantage; even as the material by-product is utilized in the industrial and commercial world. These unfortunates, instead of growing up to be destroyers of society should be identified at the earliest possible moment and given, in early years, the only training which possibly can help them. Especially those of higher intelligence who in childhood are difficult to recognize except by the expert, should be sorted out in our schools and special methods of training applied to them either in farm colonies or in other suitable environment.

At one time in England 165\* crimes were punishable by hanging.

Now the opposite extreme from the standpoint of the community is even more deadly for in giving to the mentally unsound license to commit crimes and reproduce their kind, it results in the destruction of society. Medical science has advanced; the law in America has lagged behind. Sweden regulated judicial procedure with relation to persons of doubtful sanity in 1826. Why should the State of Illinois wait until 1926?

The rediscovery of Mendel's law has forced the alienist and the psychologist to recognize the indelible factor of heredity in juvenile and adult delinquency. We do not fail to make a just and liberal estimate of the recognized value of social environment but in the case of the incurable psychopathic individual, subject of dementia praecox, paranoia or feeble-mindedness, it is clear that we cannot continue to leave the biological factor out of account. In his own interest and in the interest of society we must cease to allow him unlimited license in arson, murder and rape. Bad heredity may create bad environment at once but ages of bad environment may not create bad heredity. The neurosis of the congenitally defective being permanent, these people should be restrained from procreation and deeds of violence.

Some will urge that in order to care for these cases our institutions must be multiplied many fold, but this only clinches the argument; the greater the number at large the greater the immediate peril to society, the greater the remote peril to the race. The number of the mentally unsound may be ever so great, and yet under a system of scientific industrialization they may be able to relieve the State of much of the burden incident to their care. Others will urge that psychopathic tests are fallacious, that presidents of colleges, statesmen, professors, generals and admirals sometimes cannot meet them, that sometimes even they register a mentality of only ten or twelve years. This may be owing to the fault of the psychopathic expert or may be a demonstration of the accuracy of the tests. The following case is one in which the tests were not faulty: A young physician who had had a few years of training in one of the great psychopathic clinics of Europe passing through England visited a physician of deserved international reputation who invited him to examine a psychopathic case. On the conclusion of the usual tests he said:

"This boy is utterly irresponsible: he is very prone to commit acts of violence and should be segregated."

\* Judge Harry Olson.

The neurotic mother almost swooned. Whereupon the physician put his sympathetic hand on her shoulder and said:

"My dear, this boy will do nothing of the kind. Our young friend here is fresh from the laboratory and charged with the enthusiasm of youth."

At 11:00 o'clock that night our enthusiastic "young friend" was awakened in his hotel by the physician who said:

"That boy cut his throat at 10:00 o'clock to-night. I want to apologize and I want to know something more about this modern psychopathic development." The conversation continued until 4:00 in the morning.

The laws of Illinois in some respects, notably those which have designated the State Alienist, State Criminologist, Superintendent of Prisons and other heads of departments already are possibly in advance of the laws of any other state, but the statutes on insanity and mental responsibility under which these departments have to work were laid down as above stated in 1848 and even with some occasional changes are now, in the opinion of experts, obsolete and especially so in their failure to square themselves with our present knowledge and with the public conscience on the correlation of crime and disease. In some of the more advanced countries of Europe, the laws of which we might study with profit, it is demanded by statutory enactment that all public welfare laws be systematically reviewed and, as required by changing conditions, recodified every ten years. During the seventy years which have passed since our laws on mental responsibility were framed perhaps the public welfare of Illinois might have profited by such a provision.

Illinois pays for its charitable institutions 28.1 per cent of the total expenditure of the State, for the neurotic and insane group, 21.8 per cent. In addition to this, the cost of arrests and of the maintenance of penal institutions in Illinois in one year, exclusive of court expenditures, is \$12,000,000. Can there be a more striking example of economic waste, *especially since it is believed that many of our institutions might be made nearly or quite self supporting?*

The ideas herein expressed are not new to medical and legal experts who are familiar with criminal and insane court procedure and have observed the absurdities of our present antiquated system by which, for example, a defective adult who mentally is perhaps twelve years old is sent to the gallows, in consequence of court procedure which make no discrimination between him and the counterfeiter or accomplished bank burglar of superior intellectual endowment.

2. *Industrialization.*—Occupation for the inmates of our public welfare institutions embraces not only prison labor but also work as a physical, moral and mental necessity for every inmate, of every institution, who is able to work. Consider what would be, for example, the civilizing influence of green houses at the Geneva State Training School for Girls where these girls could conduct a business, profitable to themselves and to the State, in cultivating flowers for the market.

Considerable progress already has been made in our institutions toward efficient industrialization but what has been done is relatively only a beginning. The experience of other states and countries gives sound reasons for the conclusion that adequate, scientific industrialization of our penal, reformatory and charitable institutions would pay interest on any necessary additional equipment even to the extent of some millions of dollars and then leave a surplus which, together with our present appropriations, would give funds sufficient to carry our welfare service up to a level that could set a standard for the nation. But the financial gain is not the most essential consideration. The bane of the criminal and insane lies, in the greatest of all curative measures, occupation. Much enforced idleness which prevails in many of our prisons, reformatories, asylums and other charity institutions is not only demoralizing and destructive to the inmates but involves an economic waste which would destroy any legitimate industry. A properly industrialized prison, instead of making drafts on the State has shown itself able to accumulate a circulating capital sufficient to finance the whole institution. A portion of such proceeds might be devoted to the support of

a convicts family or to restitution for thefts or damage to the property of these whom he may have injured. A convict who earns the means and makes such restitution thereby goes far toward proving his fitness for pardon or parole. Unfortunately under the present laws our institutions are not permitted to accumulate a circulating capital for their own use; surplus earning must pass to the treasury of the State; all this should be changed.

3. *Farm Colonies*.—For colonies with suitable facilities for shop work, in the judgment of those who have made an intensive study of the subject and have had practical experience in the courts and in public welfare institutions, will be the logical corollary to scientific industrialization and suitable court procedure. These colonies will have to be educational and as such will differ among themselves according to the needs of the abnormal as widely as ordinary educational institutions differ according to the needs of the normal. One colony, let us say, would be adjusted to the needs of the harmless feeble-minded; another would serve psychopathic individuals who are prone to deeds of violence; another would be suitable for young law breakers who, being mentally normal or nearly normal, need favorable environment for reform; another, such as we have already at Dixon for epileptics. Such scientific classification would put an end to the herding together, to the disgrace of a civilized State and with untold injury to themselves, of heterogeneous masses of psychopathic delinquents with normal criminals. In such association the weaker minded makes a hero, almost a god, of the stronger minded criminal whose willing pupil he becomes. Our penal institutions are intended to be reformatory; they are said often to be schools of crime.

Once established in working order, farm colonies would be accepted as a matter of course. Many families having psychopathic members would welcome the opportunity to place them where they could earn their own support, receive some education, and not be subject to the ridicule of their fellows, where they would be out of harm's way, harm to themselves and to others. I have been interested recently in a dementia praecox lad twenty years old of homicidal tendencies who was placed by the court in such a colony in another State. He improved so much in a few weeks that he was sent home. The capacity of the place was limited and it was necessary to make room for others. Both the boy and his family were reluctant to have him taken out of what they called "the school." Once understood, these colonies would be in demand like schools for normal people. Doubtless also private farm colonies like private asylums would arise to meet the demand of psychopathic subjects whose families shrink from public institutions.

It is true that all these changes are somewhat formidable, both in point of view and in point of practice; that they will necessitate considerable outlay for psychopathic laboratories and clinics, for the education of experts to conduct them and for the education of police, attendants, wardens and judges who without special training will not be competent. A judge in a Criminal Court, whatever else he may be, should be a criminologist. It is time to take active measures to reduce the reproduction and ravages of a dangerous group from an active formidable increasing liability to a relatively safe decreasing liability.

The signs are that there is an oncoming wave in Criminal Court procedure which will roll over us unless we go with it, which will require every law breaker to pass under the judgement both of the jurist and the pathologist. This will insure sympathetic treatment of the mentally abnormal delinquent and what also is important will open the way to treatment and reform of the so-called normal criminal, a reform which the forces of retributive justice, have failed to accomplish.

Whatever we do we must proceed with caution and conservatism but we can decide now whether we shall plan the most "comprehensive program" with an outlook upon the entire subject; so that whether we now do little or much, however long the task may be, our results shall square themselves with that program, so that in our progress toward completion no part of the work will have to be undone. In a survey of all public welfare laws many subjects of importance will have to be considered. I specially have presented three which seem urgent: court procedure, occupation and farm colonies.

It is believed that sufficient preliminary work has been done, that sufficient knowledge already is available to justify the attempt to bring the statutes of Illinois into harmony with our present knowledge of the relations of crime and disease. It may be possible to formulate or cause to be formulated legislative propositions which will arrest the attention of the General Assembly of 1919. The ground is scarcely broken. Will Illinois lead the way?

## COOPERATION BETWEEN DEPARTMENTS.

The Department of Public Health has recently completed a survey of the city of Rockford. In making this survey the Department called other departments for assistance. Representatives of the Departments of Agriculture, Trade and Commerce, Labor and Public Welfare went to Rockford and made surveys of the buildings, institutions, boards and agencies coming under the respective supervisions.

These surveys included: foods and dairies by the Department of Agriculture; fire protection by the Department of Trade and Commerce; factory inspection by the Department of Labor; jails, almshouses, relief and special agencies by the Department of Public Welfare.

Another cooperative survey under the direction of the Department of Public Health is to be made in the near future in Lake County. Other surveys under the direction of the various departments with the cooperation of the other departments is under consideration.

## THE CAFETERIA SYSTEM IN AN INSTITUTION.

Despite the increased cost of all supplies the state sanitarium at Westfield, Mass., reports that it has been able to decrease its food cost 6.8 per cent by the installation of the cafeteria system for its employees and adult ambulatory patients.

When the plan was suggested it was thought the resultant saving would be in the elimination of waiters. After a month's trial however, it was found there was practically no saving along this line but big possibilities through elimination of waste.

A very excellent menu is offered the patients at an appropriate cost of 34 cents per consumer.

Under the new system there is a variety of articles from which a meal may be chosen. The big advantage lies in the fact that, though the patients and help must be served in relays, the food is always hot and appetizing. At the beginning the chef had difficulty in figuring out just how much of a certain food to cook, but after studying the averages he was soon able to eliminate practically all waste in his department.

With the food placed before them in an appetizing manner the patients invariably will choose only those things that appeal to them and will take only as much as they feel reasonably sure they will eat. In cases where a patient's appetite is larger than he or she thought it was the patient is allowed to return for a second helping.

The patients and help have joined with the management in eliminating waste. It is also possible under the new system to display hash, bean stew, mince meat and other of the cheaper articles of food in such an appetizing manner as to make them attractive to the patients with a resultant saving by not using the higher priced articles.

The patients come from different wards, about thirty at the time, one group following another at about five minutes intervals. Six persons are served a minute. Canned vegetables, unopened, are immersed in boiling water until needed. If not needed they are cooled and returned to stock and kept there until needed.

Because of their satisfaction, with the new system the patients continue to cooperate in many ways. For instance during the period when potatoes

were so high that it was necessary to serve them less frequently the patients took the substitute without complaint.

The brief statement in the following table, comparing the results obtained during the past three years, will show the facts:

	1914	1915	1916
Raw food cost per patient.....	\$2.77	\$2.436	\$2.188
Average number of patients.....	234.57	258.81	263.78
Cost of meats.....	\$17,734.77	\$15,460.16	\$11,479.23
Cost of butter.....	3,218.66	2,967.36	2,594.15
Cost of cereals.....	318.15	406.41	684.57
Cost of sugar.....	932.20	1,323.88	1,578.55
 Total food cost.....	 \$33,870.89	 \$32,876.77	 \$30,100.05
Increase number of patients, 1914 to 1916.....		12.4 per cent	
Decrease in food cost, 1914 to 1916.....		11.13 per cent	

#### MEAT REQUISITIONS.

December 1, 1915, to February 28, 1916.....	27,841	2,165.
April 25 to July 17, 1916.....	13,874	1,378.4 (cafeteria)
January 1 to February 11, 1917.....	7,878	1,575.4 (cafeteria)
April 23 to July 22, 1917.....	17,685	1,360. (cafeteria)

The year 1914 was under the usual plan of waiter service. In 1915 the patients had waiter service all the year. The employees had waiter service four months and cafeteria service eight months. In 1916 the employees continued under the cafeteria service and the adult patients had the same for eight months of the year, four months being under waiter service.

## ILLINOIS INSTITUTIONS AT THE FRONT.

On December 31 the Department of Public Welfare unfurled before its main offices in the State House a service flag containing 144 stars representing the men and women who have gone to the front from the institutions under the Department. The flag was made by the women prisoners at Joliet. At the same time they made smaller service flags for each of the institutions or divisions with stars representing its quota at the front. The following table represents the quota of each institution under the Department:

Elgin State Hospital.....	13
Kankakee State Hospital.....	23
Jacksonville State Hospital.....	8
Anna State Hospital.....	8
Watertown State Hospital.....	7
Peoria State Hospital.....	17
Chester State Hospital.....	1
Chicago State Hospital.....	14
Alton State Hospital.....	3
Illinois School for the Deaf.....	2
Illinois School for the Blind.....	2
Lincoln State School and Colony.....	6
Illinois Industrial Home for Blind.....	1
Illinois Soldiers' and Sailors' Home.....	18
Illinois Charitable Eye and Ear Infirmary.....	7
The State Training School for Girls.....	2
The St. Charles School for Boys.....	5
State Psychopathic Institute.....	2
Illinois State Penitentiary.....	2
Illinois State Reformatory.....	1

## STUDYING FOR THEIR "R N".

Eleven graduate nurses of the Peoria State Hospital are taking their third year at the Cook County Hospital to qualify as registered nurses, and six more are preparing to go for the same purpose. The State has granted them leave of absence to pursue this most commendable course. The young

women now in training are Nora Woods, Ruth Ziegler, Cora McKnight, Hazel Forsythe, Minta Hall, Essie Neeley, Nellie Moore, Gladys Gooden, Sussie Ammerman, Corinne Beddows and Edna Borah. Some of these had to get their first year of high school at the Peoria State Hospital. Their action in preparing themselves for the highest degree in the nursing profession should serve as a stimulus to the graduate nurses in all the State hospitals. These young women, who are informed from reliable sources, gave fine accounts of themselves and went right to the front in their classes, demonstrating that the training they had received at Peoria was of a superior character.

### **A STATE HOSPITAL AS A COMMUNITY SERVANT.**

That a State institution is a part of the community in which it is located and should serve humanity is one of the principles which the Department of Public Welfare desires to impress upon both parties. The Peoria State Hospital recently demonstrated this principle and has good cause for pride in what it did. A negro brought his son to the hospital, pleading for assistance. The young man was not able to speak. He was suffering excruciating pain. Peoria hospitals and authorities had refused him because he was not a resident of that county. Tazewell County, where he had not lived long enough to establish a residence, would not treat the case. It was apparent that the case was serious. The staff operated on him, finding a ruptured appendix. So serious was it that the appendix was not removed at the time. The cavity was drained and after danger of blood poison had been removed, it was opened again and the appendix taken away. The patient has made recovery. It is to the lasting credit of the institution, the State and the staff that such operations can be successfully performed in a hospital for the insane and that technical quibbling about the residence, the color or nationality of the patient does not interfere with prompt action to save life.

### **HOME MADE CANDY AND POPCORN BALLS.**

The Elgin State Hospital served home made candy and popcorn balls to the patients on Christmas. Chocolate and cocoanut fudge to the amount of 900 pounds was made in the kitchen by employees and patients, who gave extra time for this service. The candy cost less than 10 cents a pound and was pure and good. More than two thousand popcorn balls were made by employees working overtime. Each patient received one ball and an eighth of a pound of home made fudge.

### **TO SERVE MEALS HOT TO PATIENTS.**

The Elgin State Hospital is experimenting with a plan to serve food hot to the patients. One dining room of 475 patients was selected for the trials. The institution had some old wooden beds. These were made into strong trays mounted on small wheels. No food is placed on the tables before the patients take their seats. A uniform dipper is used insuring equal distribution of foods. The tray passes between two tables, serving the plates which are extended by the patients themselves. Half a slice of bread is given with instructions to call for more if it is desired. The food is steaming hot when served. This method not only insures patients hot food, but it prevents stealing of food, which occurs when food is distributed to the tables before the patients enter. It also prevents waste. The plan has succeeded so well that it is to be extended to other dining rooms as soon as the trays can be constructed.

## TESTING A HOSPITAL DAIRY HERD.

Jacksonville State Hospital has had its dairy herd tested by representatives of the Cow Testing Association of which the hospital is a member. The test covered November 16-December 26. The following was the report:

Number of cows.....	108
Number in milch.....	93
Average number pounds milk produced daily.....	1866
Average test butter fat.....	3.64
Value of milk per day at average test.....	\$56.12
Value of feed per day.....	34.24
Profit over feed per day.....	21.88
Value of 100 pounds milk at average test based on market price of Jacksonville creameries .....	3.04
Cost of feed per 100 pounds milk produced.....	1.86
Profit over feed per 100 pounds milk.....	1.18

Salary of dairymen and interest on investment were not figured in. A number of cows were found to be not paying. These have been separated and are being fed for slaughter for beef. The test gives a complete picture of conditions and Dr. Hill, the superintendent, points out its value in these words:

"If any farmer should run his dairy as we have run ours in the past he would go broke."

A decided improvement is now possible with the facts all before the institution.

## EBONIZING DINING ROOM TABLE TOPS.

The Watertown State Hospital is trying the experiment of ebonizing the tops of dining room tables. If the experiment succeeds such tables may be used in many dining rooms without cloths, for they are expected to be water and acid proof.

The oilcloth covered table is insanitary and unsatisfactory. Table cloths are now out of reach. As a laundry charge they are high. White glass top tables are expensive and involve a big initial investment. The formula used at Watertown follows:

(1) Potassium chlorate .....	4 oz.
Copper sulphate .....	4 oz.
Water .....	30 oz.
(2) Aniline oil .....	4 oz.
Muriatic acid .....	4 oz.
Water .....	30 oz.

Directions—Apply No. 1 with a brush and repeat the following day, Apply No. 2 in the same manner. Leave two days and then scrub with soap and water. Let dry and then give a coat of raw linseed oil and iron it in with a hot flat iron. Apply parafine in the same manner as oil, scraping it on the surface and ironing it well into the wood.

A filler that may be used in emergencies and which is found to be successful consists of powdered pumice stone, one-fourth part, and corn starch, three-fourths part. Mix with boiled linseed oil, one-third and turpentine two-thirds, until a paste is formed. When ready to apply, thin it down with turpentine and Japan dryer; add color, if desired; apply with a brush and let stand ten minutes. Wipe off first with waste and then with burlap and last with soft cloth.

## COMBINING COTTAGE WARDS UNDER ONE ATTENDANT.

The Kankakee State Hospital has five male cottages whose patients have enjoyed absolute freedom. Their doors have not been locked. There are no screens upon the windows. Many of the patients have had employment in the institution. Heretofore each cottage has been in charge of a woman.

One woman with an auxiliary detail of patients on each cottage now manages the whole five and with eminent success. The auxiliary patient wears a stripe upon his sleeve. He has not disciplinary powers, but simply carries out the ward work according to the directions given him by the nurse in charge. The cottages never looked better, never were better cared for and the patients themselves appear to be pleased. One or two cottages on the woman's side of the institution are being cared for in the same manner.

### A FORMULA FOR HOSPITAL SYRUP.

A new formula for syrup has been tried at Elgin State Hospital. It is as follows and we recommend it:

Two hundred pounds of brown sugar, twenty pounds of glucose, six pounds of corn starch, fifty gallons of water, producing sixty gallons of syrup at a cost of from 30 to 31 cents per gallon.

### EXPERIMENT IN DRYING SWEET CORN.

Miss Logan, dietitian at the Anna State Hospital, had success last fall in curing sweet corn by drying it. Country Gentleman was the corn selected. It was blanched on the cob for five minutes, then cut from the cob, spread thin on pans and left in the baker's oven for thirty minutes at a temperature of 350. From the oven it was placed on muslin frames and left in a dry, warm attic for twenty-four hours. The corn has kept and retained its flavor. Next summer the plan is to preserve a large amount in this manner. It is a much easier and surer method than canning.

### HOSPITALS MAKE THEIR OWN HOMINY.

The Anna and Jacksonville State Hospitals are making their own hominy from field corn. The recipe of the former institution is as follows:

Take ordinary field corn; dissolve one tablespoonful of lye in water; cover the corn with water and stir in the lye water; cook with steam to proper state then rinse the corn thoroughly with cold water. Much pains must be taken in the rinsing process.

### INSTITUTIONS WEATHER THE SEVERE JANUARY.

All the institutions under the Department of Public Welfare weathered the distress and storms with little or no inconvenience or discomfort. No institution suffered from lack of coal. Supplies in one or two places ran low, but no difficulty was experienced in getting coal, and no power plant had to curtail production of heat and power. The plant of the State Training School for Girls at Geneva went to pieces in the midst of the storm. Supervising Engineer Postel was notified at once and a force of mechanics and engineers was promptly dispatched to the institution. Elgin State Hospital and St. Charles School for Boys responded with help, the latter sending a corps of boys to handle coal and cinders. Repairs were speedily made and heat restored. Some suffering followed, but so far no sickness has developed, and by January 19 the plant was in operation and the institution comfortable again. Great credit is due to Mr. Postel and his assistants, the men and boys from the two neighboring institutions for their loyalty, efficiency and promptness in replying to the call for help. The employees and the girls of the Geneva institution rose to the occasion grandly and there was not a break in the ranks anywhere. Everyone accepted the situation, made the best of it and finally triumphed over obstacles. Here was a complete demonstration of the fine spirit which pervades the institutions and the various departments and divisions under the new Civil Code.

## INSTITUTIONS TO RAISE BROOM CORN.

Experiments with broom corn were made at Chicago, Jacksonville, Alton and Anna State Hospitals this year with good results in every instance. Enough broom corn has been raised to supply the State institutions with a large part of their brooms. A hospital for the insane with 2,000 patients will use about \$1,200 worth of brooms a year. The manufacture of brooms affords employment to patients. The monetary value of two or three acres of broom corn at this rate is big. Watertown State Hospital has raised broom corn for a number of years and has not had to purchase brooms. The coming season it is planned to produce enough broom corn for all purposes in the institutions and perhaps have a surplus for the Industrial Home for the Blind.

## AN INSTITUTION MAKES ITS SHOE STRINGS.

Dr. Charles F. Read, of the Chicago State Hospital submits a sample of shoe string which he is making for patients' shoes. The cost is one-eighth of the price now being paid by the State for strings, namely, 1 cent apiece. A small machine for tipping, costing \$2.50, is required. The tips cost 30 cents a box of about 500. The completed strings costs 28 cents per pound, or  $\frac{1}{8}$  of a cent each. This is a valuable suggestion and all institutions should investigate.

## STEAM PIPES WILL SET FIRE TO CLOTHING.

Last March the laundry of the Peoria State Hospital burned. The fire was charged to clothing which had been thrown upon steam pipes. Many would not believe that the heat of an ordinary steam radiator would set clothing on fire, and it was whispered that an incendiary was responsible for the blaze. The building was reconstructed and strict orders were given that no clothing be left near a steam pipe. A few weeks after the building had been opened an employee passing early in the evening saw a fire inside. He broke a window and crawled in. With the aid of the hose he was able to extinguish it, but the fire had started in a small pile of clothing which had been thrown upon a steam pipe. There was a complete demonstration that a steam pipe used in heating a room does get hot enough to set cotton cloth afire.

## FEEBLE-MINDEDNESS AND INSANITY IN ILLINOIS AND NEW YORK.

Systematic investigation of the needs of New York to make its care of its insane and feeble-minded adequate and humane has been in progress for a number of months and preliminary reports have been issued.

The investigations in the subject of the feeble-minded was made by the National Committee on Mental Hygiene. That on the insane was made by the New York Charities Aid Society.

Definite recommendations accompany each report. Neither report conveys any startling information either to New York or to Illinois or to any other state. We all understand that our provision for feeble-minded and insane is woefully inadequate.

The New York report says there are 24,000 feeble-minded in that state of whom only 10,500 are in custody. Consequently present provision should be doubled. The report on the insane says that the present hospitals are overcrowded by 23 per cent. What standard of housing was adopted in making this computation is not stated. But it does not require a tape measure and a calculation of cubic feet of air per patient to convince any one that New York's and Illinois' State hospitals are crowded.

Special attention is asked for the condition of the feeble-minded in New York City. Emphasis is laid in New York, as it is in Illinois, upon the defective delinquent.

We find among the recommendations for future program, a number which have already been adopted in Illinois and are in working order.

The situation in Illinois is not one to flatter us but judging from this report and making comparisons, Illinois appears ahead of New York in its solution of the problem of the feeble-minded.

The committee made the following recommendations for meeting the situation as to feeble-mindedness.

The doubling institution capacity.

The need of a uniform statute as to commitment, something Illinois already has.

The need of a uniform statute for the administration of State charitable institution, something Illinois already has.

Provision for districting the feeble-minded of the State after the manner of the State hospitals for the insane.

Establishment of out-patient departments in connection with all the State institutions for the feeble-minded and epileptic with clinics for diagnosis and advice and with trained social workers, something Illinois has under way.

Provision for registration and supervision of non-institutional care.

Providing more effective methods of diagnosis of feeble-mindedness through schools, courts, poor law authorities and clinics, something Illinois is working out now.

Determining maximum size for existing and new institutions, types of buildings for different classes, etc., a subject Illinois is studying.

The report of the Committee on feeble-mindedness dealt almost entirely with the problem of defective delinquents. It shows the inadequacy of the present provision for this class.

It recommended the following program as to this class:

Provision of an institution for male defective delinquents.

Provision of an institution for female defective delinquents.

Special provision for discovery of diagnosis of feeble-mindedness among court offenders and inmates of reformatories and almshouses.

Legislative provision for the interchange of inmates between correctional and custodial institutions under the State Board of Charities.

Legislative provision authorizing the retention of defective delinquents in suitable institutions until such delinquents are capable of taking some useful place in society.

As with the feeble-minded problem the first requisite for the solution of the insane problem is the provision of more institutional capacity.

The report shows that the total population of the thirteen State hospitals on October was 34,901 patients while their capacity is only 28,412. The overcrowding thus is 6,498 or 22.9 per cent.

Some of the recommendations in this report follow:

Increased institutional capacity.

Adequate supervision of the parole system and more field workers to operate at maximum efficiency.

Establishment of a psychopathic hospital in New York City as part of the first year's program and others in the centers of population as soon as practicable.

Proper provision for the tuberculous in future developments.

The report also recommends the need for more sympathetic and adequate financial support of the psychiatric institute of the State hospitals. The report also finds that the degradation of all so-called "chronic" patients in one or two large institutions for this class alone would be vastly more expensive than the present system where patients less seriously ill help to care for the more seriously sick and that the plan for the gathering of all "chronic" patients in one hospital would mean more attendants, would be a hardship to the patients and their relatives and would not achieve economy.

## AN OCCUPATION FOR THE BLIND.

An occupation that makes the sightless independent is being successfully employed by Dr. Schuyler S. Wheeler, President of the Crocker-Wheeler Company, electrical manufacturers at Ampere, N. J.

Interested for years in the problem of helping the sightless, Dr. Wheeler plunged intensely into the problem shortly after the beginning of the war as he realized, that one of the biggest problems the world will have to face after the struggle is over, is the care of sightless soldiers.

He started the Double-Duty Finger Guild at Ampere. After several experiments, which failed to give promise of making the sightless independent, he turned his own business, that of electrical manufacturing.

He found that the particularly nimble fingers of the blind are especially adapted to the winding of coils for armatures for use in motors and dynamos.

Coils are absolutely necessary to electrical manufacturing and there is an ever increasing demand for them. After four months work it was found the blind workers were earning as much in eight hours as the sighted workers could earn in five hours. Gradually the sightless workers are improving and Dr. Wheeler is certain the best of them soon will be earning as much as the sighted workers. Payment is made according to the number of coils wrapped.

The most important fact is that the sightless workers are now earning enough to keep themselves—to make them absolutely independent of charity.

The work also particularly adapted to those who have lost the use of their lower limbs. Even the bed-ridden could wind coils. It throws open a vast field of gainful occupation to even the most helpless. If they are unable to earn their own keep entirely they can earn part and thus relieve their friends, relatives or the state of part of the burden of their maintenance.

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### COMMENDS ADDRESSES BY WHITMAN AND HILL.

The January issue of the Modern Hospital contains the text of addresses delivered by John L. Whitman, Superintendent of Prisons of the Illinois Department of Public Welfare, and by Dr. E. L. Hill, Managing Officer of the Jacksonville State Hospital, at the recent Illinois Conference of Charities and Correction at Joliet.

In its editorial columns the Modern Hospital has the following to say of the two addresses:

"In other columns we are publishing papers by Mr. John L. Whitman, State Superintendent of prisons for Illinois, and Dr. E. L. Hill, Managing Officer of the Jacksonville, Illinois State Hospital:

"Mr. Whitman takes the subject as it affects the criminal, Dr. Hill, as it affects the patient in the hospital for the insane.

"These are notable papers, on a subject the importance of which, we are just now beginning to appreciate. While Mr. Whitman does not say so in his present paper, he would doubtless be willing to admit, as he has often admitted, that the criminal is not far removed, as a class, from the patient suffering from a disease of the mind. Mr. Whitman and Dr. Hill agree that the greatest possible hope for cure lies in properly applied occupation, occupation that may and should be described as a therapeutic agent.

"The war, already furnishing its millions of maimed and handicapped derelicts, society turning out from its ill-balanced processes other millions of irresponsible and handicapped misfits, make it one of the most urgent needs of the time that we master this all-pervading problem of employment—master it so that industrial labor in its highly specialized competition will not be set up against State-aided labor, in a competitive way, but so that both forms of occupation may contribute their just quota to the sum total of the world's wealth, while contributing at the same time to the well-being of all.

"This is a field in which the medical profession and the student of modern hospitals may find unlimited materials upon which to employ all their imagination, all their resourcefulness, and all their great heartedness."

## PRIVATE MEANS DOING A STATE WORK.

For a number of years the care of crippled children has been conceded to be a state function. A law creating the Surgical Institute for Crippled Children was passed six years ago but has never been vitalized by an appropriation.

The subject is again coming to the fore. But meanwhile, as has often occurred in other years, private initiative and private funds have been employed to do the work the State has admitted it should do.

So we find at Prince Crossing near Elgin a beautiful and efficient institution for crippled children, especially the convalescent, all provided by private funds and the institution grows rapidly.

A recent number of the Modern Hospital gives this institution considerable space, illustrated by pictures of buildings and grounds.

The institution was opened in 1911 and now is capable of accommodating seventy-five children. The land was purchased and the buildings erected by private subscriptions. Such subscriptions also maintain the institution.

It receives, after operation, children between the ages of 4 and 14 years for an unlimited period of convalescence. In addition to free care from the best orthopedic surgeons and physicians, specialists in the eye, ear, nose and throat and general practitioners, the children have the advantage of the life in the open air and sunshine.

The education of the children is not neglected during their convalescence but a school has been established under competent teachers and practically all of the children are keeping up with the work in the public schools.

With the object of creating initiative, as much responsibility as possible is thrown upon the children. Some are held responsible for making the beds; others keep the grounds tidy; the open shelf libraries are managed by them as are the different clubs organized among them and several of the older children assist in the teaching.

In the manual training department the girls learn needlework, the younger ones learning the fundamental principles of sewing by making doll's dresses while the other girls make linen towels with hemstitched or crocheted borders and etc.

The manual training work of the boys takes the shape largely of the construction of toys. A sale of articles manufactured by both boys and girls is held annually, the last sale bringing in receipts amount to \$1,900. Forty per cent of this is given to the children. As a result several have nice bank accounts.

One of the valuable educational features is the instruction given the children in neatness, cleanliness and right living.

The plant includes 96 acres, twelve cows supplying the milk so much needed for patients in this class. Vegetables and fruits are grown in sufficient quantity, not only to supply the season's needs, but also to fill a store-room with several thousand quarts of canned goods.

During 1916 the average per-capita cost per child was \$1.04 a day after charging into cost all repair to house and farm insurance, salaries to staff, wages to help, tiling of farm, refrigerator repairs, and all other miscellaneous repairs.

The institution has the active support of the wealth and influence of Chicago. The administration is entirely in the hands of women with an advisory body of men. Mrs. William J. Chalmers is president; Mrs. R. H. Donnelley and Mrs. Thomas H. Lyon, vice presidents; Colin C. H. Fyffe, secretary of the corporation; Mrs. Charles H. Schweppe recording secretary; Mrs. William C. Pullman, corresponding secretary, and E. D. Hulbert, treasurer. The advisory board consists of J. Ogden Armour, James A. Patten, John G. Shedd, Charles G. Dawes, William J. Chalmers, Bertram Winston, E. D. Hulbert.

The institution is in direct charge of Miss Margaret Little as matron, Miss W. Chase as chief nurse and Miss Rebekah Lesem as teacher in domestic science with Miss Nina Tappe as her assistant.



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